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# Model Cities Application

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[ **San Francisco** ]  
**California** ]

*Application to the Dept. of Housing and  
Urban development for a grant to plan a  
comprehensive model cities program.*

**April 1968**

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APPLICATION TO THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

FOR A GRANT TO PLAN A COMPREHENSIVE MODEL CITIES PROGRAM

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1968  
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A. Identification of Applicant:

1. Legal corporate name of jurisdiction:

City and County of San Francisco

2. Mailing address:

Room 205, City Hall  
San Francisco, California 94102

3. Name, title and phone number of responsible local official:

Mayor Joseph L. Alioto  
c/o John H. Anderson  
Assistant Deputy for Development  
(415) 558-3837

B. Date of Application: April 15, 1968

C. Planning Grant Applied For:

1. Amount of grant applied for: \$259,000
2. Length of Proposed Planning Period: 12 months

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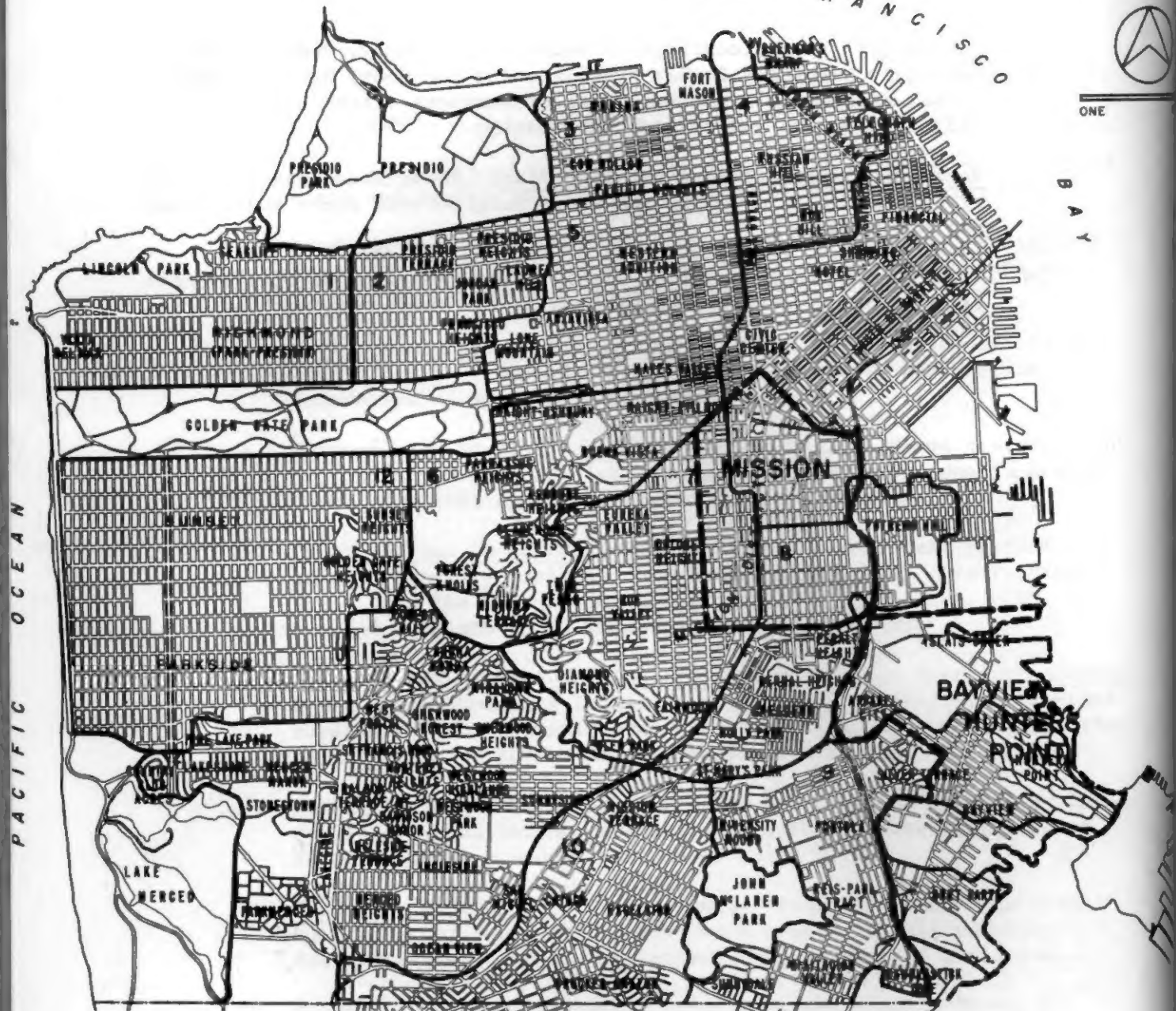
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SAN FRANCISCO



ONE

BAY



--- RECOMMENDED  
BOUNDARIES

### MODEL NEIGHBORHOOD AREAS BAYVIEW-HUNTERS POINT AND MISSION NEIGHBORHOODS

#### COMMUNITIES

1. OUTER RICHMOND
2. RICHMOND
3. MARINA
4. RUSSIAN HILL-NORTH BEACH
5. WESTERN ADDITION
6. BUENA VISTA
7. MISSION
8. POTRERO-BERNAL
9. BAYSHORE
10. OUTER MISSION
11. WEST OF TWIN PEAKS
12. SUNSET

--- COMMUNITY BOUNDARY

THE DISTRICT NAMES SHOWN ON THIS MAP, OTHER THAN THOSE REFERRING TO THE OFFICIALLY ADOPTED RESIDENTIAL COMMUNITY AREAS SHOWN IN THE COLUMN TO THE LEFT, ARE INFORMAL AND POPULAR AREA DESIGNATIONS, HAVING NO PRECISE BOUNDARIES.



**PUBLIC LAND USE**

( EXCLUDING PUBLIC HOUSING )



**LAND USED FOR COMMERCE**



**LAND USED FOR INDUSTRY**



**LAND USED FOR RESIDENCE**



### III. PROBLEM ANALYSIS - GENERAL SCOPE

#### A. General Problem Description and Analysis

##### 1. Locality Description

1960

	Nine-county Bay Area	San Francisco	Bayview-Hunters Point Model Neighborhood Area	Mission Model Neighborhood Area
<u>Population</u>	3,640,000	740,300	29,900	51,150
<u>Land Area</u>	7,000 sq.mi.	47 sq.mi.	5.5 sq.mi.	1.2 sq. mi.

San Francisco stands apart from the other great cities of America in the beauty of its natural setting, the diversity of its people, the charm of its buildings and neighborhoods, and the openness of its cosmopolitan atmosphere. It is a City that attracts all kinds of people from all parts of the world as visitors and residents - rich, poor, eccentric, creative, dedicated, and talented. This unique mixture of widely differing individuals and ideas has further contributed to the City's character, its potential, and its capability.

Although the City is unique, it contains within it the same urgent problems common to other major American cities - poverty amid plenty, increasingly alienated minorities, a middle-class which is either leaving the city for the suburbs or increasingly withdrawn into middle-income pockets within the city, an aging and inadequate housing supply, a growing gap between available jobs and the demand for jobs in the City, increasingly few entry-level jobs, and educational system largely unequipped to meet contemporary needs, and a frequently obsolete and inadequate community facilities system.

San Francisco offers an uncommon potential for dealing with common problems, because it is a City which attracts and nurtures talent. This talent is reflected in the commercial life of the City and in its public administration.

In 1960, San Francisco Bay Area was the country's sixth largest metropolitan region. It encompasses a land area of about 7,000 square miles and had a 1960 population of 3,640,000. The City of San Francisco itself (which includes the whole of San Francisco County) encompasses a land area of only 47 square miles and a population of 740,316.

San Francisco differs from other California cities in its compactness and its human scale. The housing unit density of San Francisco is about 14 per acre, contrasted with a comparable figure of 3.2 for the much larger City of Los Angeles. San Francisco is a

City that can be experienced and understood in its totality, and it is therefore a City with a high degree of social participation and identity.

Despite San Francisco's much smaller size, it enjoys a prominence in California affairs paralleled only by Los Angeles. By the same token, it serves as the commercial focal point for the whole San Francisco Bay Area. Diversity has given the City its special character. It has one of the broadest mixtures of races, religions, nationalities, and cultural backgrounds of any city in the nation, with the possible exception of New York.

San Francisco has traditionally been the regional reception center for immigrants. Among the City's attractions are its picturesque locale and topography, compactness, ease of movement, mild climate and generally desirable living environment. Recently, the City has seen a shift in the composition of its immigrant population. Accordingly, persons of Spanish surname and Orientals are the main new migrants to the City. Many immigrants, especially those of Spanish ancestry, are settling in the Mission District, historically a recipient of newly arrived national groups. The Bayview-Hunters Point Area is one of the major ports of entry for newly arrived blacks.

The City's role as a commercial and industrial center for the Bay Area is changing at the same time as its population is shifting. Middle-income white families have been moving to the suburbs at the same time that the City's proportion of unmarried persons and skilled non-white persons has been increasing. The chain reaction common to major American cities has followed - insufficient and overcrowded housing, overcrowded schools largely unable to reorient their educational services to deal with the special problems of the new migrants, the growth of an alienated and unskilled minority suffering high unemployment rates and generally unable to compete with the skilled labor pool for jobs, increased welfare costs, and lost real property tax revenues. In short, the City as a system of neighborhoods has been unable to re-orient its services quickly enough to meet the new demands of its changing population.

#### The Economy

1960

	San Francisco	Bayview-Hunters Point Model Neighborhood Area	Mission Model Neighborhood Area
Male Unemployment	6.7%	9.6%	9.5%
Female unemployment	5.4%	8.6%	9.0%

While San Francisco still provides one-third of the Bay Area's manufacturing jobs, its share of such employment has diminished over the years. Many industries which have traditionally provided entry-level employment to new migrants have moved to the suburbs in search of larger, less expensive sites. At the same time, the skills threshold of entry-level jobs has risen, making it more difficult for new migrants to step their way up a natural ladder into the urban American mainstream. Thus, while manufacturing jobs have diminished in number, their entry-level has increased in skill and complexity, and new migrants to the City are caught in between.

Nevertheless, the City does continue to attract industries which rely on proximity to the regional center and which can make best use of its unique supportive services. In short, the center City continues to provide the only important opportunities for "incubator" industries to take hold and grow.

San Francisco, like other central cities, has experienced constant turn-over in manufacturing firms. Yet within the manufacturing sector employment in the City has remained stable, although its share of the region's manufacturing jobs has decreased. The loss of some companies has been balanced by the expansion of those remaining or newly established. Moreover, the trend for surviving or new firms, such as food processing plants, printing, and apparel enterprises, has been to greater specialization. These industries already constitute more than half the total manufacturing employment in the City. They can frequently survive on low-skilled, low-wage labor and are best able to utilize the abilities of the changing resident population. One source of these semi-skilled and unskilled workers appears to be shifting - to a larger degree - from Chinatown to the Mission District.

Rapid labor turn-over and increased specialization in the manufacturing industries reflect the City's high land and labor costs, scarcity of buildings suitable to modernization, and a shortage of vacant land for non-residential construction. Employment in wholesale business, also affected by these factors, has similarly declined relative to the Bay Area. Currently the City provides half of such jobs in the Bay Area. As transport facilities from the central city expand, especially with the advent of rapid transit, wholesalers may find it convenient to move their warehouses and cargo depots to outlying areas where less expensive land is available, although recent developments in San Francisco suggest that the present trend may reverse itself.

Retail trade employment in San Francisco (during 1951-1961) fell also, dropping from second to third place behind manufacturing and service enterprises. This reflects a nation-wide trend toward suburban shopping complexes. However, San Francisco's dollar volume of retail sales increased by 27 percent from 1954 to 1963, even through its portion of the Bay Area's retail sales declined



from 46 percent to 38 percent in that period. As the predicted leveling off in the size of the City's population occurs, however, expansion of shopping facilities in the City outside of downtown will become increasingly difficult. The neighborhood commercial districts will enjoy less of the total retail sales relative to the downtown core area.

Declines in manufacturing, wholesale and retail employment have been offset by increases in the field of finance, insurance and related services, resulting in a city-wide net gain in employment of 20,000 between 1958 and 1964. According to the 1965 Community Renewal Program Final Report, this was the only general category to increase at a faster rate in the City than in the Bay Area as a whole.

Business and professional services represent the second largest employment category in San Francisco. The fact that their activities require less land (i.e. office space) and permit more intensive utilization of the occupied space is a major factor in their ability to remain in the central city. Their need for and accessibility to the skills of the growing working population of young highly skilled persons is an additional enticement to remain in the City.

Need for and utilization of professional and business services will be further stimulated by the installation of rapid transit. The Bay Area Rapid Transit system, to begin operating in the 1970's, will increase suburban residents' access to the core city. At the same time it will facilitate movement from the City to suburban industries and offices. As an employer itself, BART will expand the job market in the transportation services, perhaps reversing the present trend of declining employment in transportation and communication industries. The City's transportation employment declined from 56 percent during the 1951-1961 decade.

San Francisco's growing role as the focus of service activities for the Bay Area is reflected in recent building trends. Land costs in the City are high. Open space is limited. Buildings adaptable to new industry and commercial needs are scarce. As access to central city services and facilities becomes easier and more economic through technological changes in communications and transportation, physical proximity to the core business district will become less essential for many industries. The trend is toward less expensive suburban sites and less intensive use of large land parcels. As a result industrial construction in the City amounted to only 10 percent between 1951-1962, the smallest percentage of the total non-residential building. Commercial building construction also represented a smaller proportion of non-residential construction in the City than it did for the region - 23 percent compared to 30 percent. The City's share of the region's total commercial building construction was only 10 percent.

Office building space, on the other hand, accounted for 67 percent of the total non-residential construction in San Francisco, compared to 32 percent of the Bay Area's total. This parallels the trend toward greater employment in office jobs provided by the expanding financial, business, and professional firms. This need of industry and commerce for more affordable land must be balanced against the cost and scarcity of the City's land resources. Marginal and obsolescent businesses face increasing difficulties in remaining in the City. The high price of land means that only those industrial and commercial activities that can benefit most from a San Francisco location will be willing to incur the costs involved. The difficulties of land usage may require some form of public assistance to enable appropriate activities to acquire land for expansion or modernization. Firms that have moved out of San Francisco cite the high property tax and the resulting increase in ownership costs as major factors in their exodus.

The demand for specialized skills and the changes in the demand for labor arising out of the City's changing economic base indicate the need for careful evaluation of the skills required by the labor force. Job training opportunities should be geared to the kinds of talents required by the industries operating in the City.

#### Housing

1960			
	San Francisco	Bayview-Hunters Point Model Neighborhood Area	Mission Model Neighborhood Area
Total Housing Units	310,599	8,094	21,330
Per Cent Dilapidated	1.7%	1.1%*	2.1%

\* May tend to under-estimate dilapidations insofar as Ridge Point Public Project, built as temporary war housing in the early 1940's. Temporary war housing in Bayview-Hunters Point counted automatically as standard in 1960 Census because of its status as a public housing project.

Much of San Francisco's physical plant - houses, schools, commercial structures, streets - is aging at a faster rate than the City's efforts to restore or replace the deteriorating structures. Almost all of the City's unsound housing, constituting 18 percent of the total housing stock according to the 1960 Census of Housing, was more than 30 years old. In that same year 99 percent of these units were

reported as more than 20 years old. With respect to the age of its housing stock, San Francisco differs noticeably from neighboring areas. In 1960, 68 percent of its existing dwellings were built before 1930, versus 58 percent in Oakland and 21 percent for the other Bay Area communities.

The U.S. Census of Housing reported that in 1960 there was a total of 310,559 housing units in San Francisco, 59,000 of which were added during the 10-year period, 1950 - 1960, primarily in multi-unit structures. Of this total, 110,236 or 36 percent were units in single-family residences; 37,973 or 12 percent were units in duplexes; 31,546, or 10 percent were units in five-to nine unit structures; and 97,565 or 31 percent were units in structures with 10 or more units.

In 1960, 4.7 percent of San Francisco's housing units were in structures which were either in a serious state of disrepair or were dilapidated, and an additional 12.8 percent were either without some or all plumbing or were deteriorating. Overcrowding of San Francisco's housing did improve significantly between 1950 and 1960, declining from 7.3 percent in the earlier year to 6.5 percent in 1960. Moreover 4.9 percent of the City's units in sound condition were vacant and available.

San Francisco compares favourably to many major metropolitan centers with regard to the condition of its housing. The proportion of substandard housing in 1960 was approximately 18 percent for San Francisco, compared with 27 percent for Boston, 19 percent for New York and 29 percent for Pittsburgh. Within its own state, however, San Francisco's housing resources compare less satisfactorily. The 1960 census reports only 16 percent substandard or worse units in Oakland and a low 12 percent in Los Angeles. Encompassing 31 percent of the Bay Area's housing units, San Francisco had 34 percent of the region's deteriorating units and 28 percent of the dilapidated units.

The Mission Model Neighborhood, which contains 6.9 percent or 21,330 of the city's 310,599 housing units, has almost 20 percent of the substandard or dilapidated units in the city. Two presently blighted areas in the Bayview-Hunters Point Model Neighborhood have been approved for redevelopment by San Francisco officials. Proposed plans and programs have been prepared and are now undergoing Federal review. They are the residential Hunters Point Redevelopment Project of approximately 125 acres, which is now principally occupied by two-story, barracks-type temporary warhousing left over from World War II, and the Butchertown Industrial Park Project, just below the Hunters Point Ridge, which contains numerous objectionable meat processing plants, auto junk yards, and other blighting elements.

Housing in rental structures tends to be lower in quality than in owner-occupied units. In 1960, owner-occupied residences constituted 28 percent of the San Francisco housing inventory but only 5 percent of the substandard units. The latter may

consist largely of the 14,000 owner-occupied households enumerated in 1960 whose head of household was over 60 years of age and had an annual income of less than \$6,000. San Francisco's growing importance as a financial center will attract increasing numbers of persons residing in the city for short periods of time. This fluctuating working population will intensify the demand for rental units. Similarly, the low income levels of many new migrants will inhibit homeownership.

There is a clear relationship between condition of housing and income level. Indications are that substandard housing exists in large part because sizable segments of the population cannot afford adequate housing. The 1960 census showed that 62 percent of the households occupying substandard units and 73 percent of those in dilapidated housing earned less than \$4,000 in 1959. That low income is often reflective of low skill levels is indicated by the fact that 64 percent of the occupants of substandard units and 76 percent of those in dilapidated structures were semi-skilled, or unemployed.

More than 18 percent of the families in the Bayview-Hunters Point Model Neighborhood had incomes below \$3,000 in 1960, as compared with only 13.5 percent for San Francisco as a whole. The disparity in incomes is estimated to be higher now because the racial composition of the area has become more predominantly black. In the Mission Model Neighborhood just over 20 percent of the residents earn an annual income of less than \$3,000. Mission residents inhabit 20 percent of the unsound housing in the City.

In the City as a whole, rents are high due to the cost and scarcity of usable land and the corresponding expense of rehabilitating or constructing housing. Since the 1957-59 period, housing costs and rents in the San Francisco - Oakland area have shown a greater increase than in any other metropolitan area except Boston. Housing costs in the Bay Area between that period and 1965 increased 13.7 percent as against a national increase of only 7.6 percent.

The mounting cost of housing in most areas of San Francisco has forced low-income households to cluster in areas where housing is cheaper and often unsound. That the City's non-white population, which constituted 18.4 percent of the total population in 1960, has been restricted in its housing selections is evidenced in the fact that eight census tracts in San Francisco show a black population in excess of 50 percent while 55 census tracts contain a black population of less than 1 percent. There are eight tracts which include a non-white population other than black of more than 50 percent, while the same number of census tracts has a non-white other than black population of less than 1 percent. The effect of this restricted choice of residential location has serious consequences. A reduced supply of accessible housing causes overcrowding in



substandard conditions and demand for unreasonably high rents. Thirty percent of the City's black households and 32 percent of the other non-white households occupy substandard or seriously substandard housing, in contrast to 13 percent of the white households. This in part reflects differences in income levels. Of the households earning less than \$4,000 and living in substandard housing, 51 percent pay more than 30 percent of their income for rent.

The condition of the San Francisco housing stock is closely linked to the characteristics of its population, especially income level. The size of housing units, and availability by size of units, shows a similar correlation. The loss of families to the suburbs is reflected in the fact that in 1960 only 19 percent of the San Francisco housing inventory was composed of single-family units while more than 50 percent of the Oakland stock and 75 percent of the other Bay Area communities' was in single-family units. Expressed differently, only 11 percent of the Bay Area's single-family houses were in San Francisco, while almost two-thirds of the area's multi-family units were located there. With regard to accommodations for single persons, on the other hand, San Francisco had almost 75 percent of the one-room dwelling units in the region and 50 percent of the two-room units. Moreover, one-room units constituted 70 percent of all new residential construction in 1960 in San Francisco, a trend linked to the influx of unrelated and single person households.

To retain the middle-income family portion of the population which is withdrawing to the suburbs the City must employ creative policies which will entice this group to remain in the central city. At the same time the City must institute programs which will improve the social, economic, and cultural situations of the rapidly expanding number of under-trained and under-employed residents. Residential rehabilitation and redevelopment, financial incentives for new construction and elimination of obsolete structures, rent supplements for low and moderate-income housing, innovative design for higher density dwellings and low-density family-oriented accommodations, spot clearance, and code enforcement are among the tools which San Francisco can use to encourage the kind of population diversity which has always enriched the life of the City.

#### Population

	1960		
	San Francisco	Bayview-Hunters Point Model Neighborhood Area	Mission Model Neighborhood Area
Total population	740,316	29,886	51,144
Black	74,383	16,200	1,578
Born outside U.S.	142,531	350	11,237

Since World War II, San Francisco's population profile has altered considerably. The City's rate of growth nearly equaled that of the Bay Area and the State until about 1930. By 1940 it had reached 634,536. The advent of the war caused a 22.2 percent increase, reaching a peak of 775,357 by 1950. During the 1950's San Francisco reflected the nation-wide trend of losing population to the suburbs where living conditions were increasingly attractive and reasonable. Between 1950 and 1960 San Francisco's population dropped by 4.5 percent while that of the combined surrounding counties increased almost 40 percent. Moreover, since 1960 the number of City residents increased only 1.4 percent whereas the population in each of the Bay Area counties grew substantially. It is anticipated that the areas outside the central city will continue to absorb the greater share of people, jobs, and residential development.

While the total population of San Francisco is expected to remain relatively stable in size, it will not remain static. The recent immigration pattern, which is expected to continue, describes a flow of white middle-income families to the suburbs and an influx of minority low-income households and unrelated persons. Between 1950 and 1960 the City experienced a 9 percent decrease in the number of households with three or more persons, with a loss of 20,000 families. During the same period the number of one-person households increased almost 100 percent. In contrast, all of the other counties in the Bay Area gained 133,000 families, an increase of over 20 percent. As a result San Francisco's proportion of family households was 62 percent against 83 percent for the remainder of the region.

Recent increases in the number of unrelated individuals, paralleled by a decline in the number of families, has been a phenomenon common to most metropolitan areas in this country. The trend has been particularly pronounced in San Francisco, which has a higher proportion of single and two-person households than do the other 12 largest American cities. Its proportion of families in 1960, 82.3 percent, is the lowest among the 25 major cities. The growing number of unrelated households is both a response to and stimulus for the City's changing economic pattern. Many of these newcomers are young, educated, single persons whose talents coincide with the emerging needs of business due to current trends. However, a sizeable portion of the single person households consists of elderly retired and widowed individuals with low incomes and often no employable skills. The 1960 Census indicates that in San Francisco 43 percent of the unrelated households had incomes below \$4,000.

The racial composition of San Francisco has also changed dramatically. Up until 1940, when the City's population was 95 percent white, 0.8 percent black and 4.2 percent Oriental and other non-white, the residential composition of the City was relatively constant. The inflated job market of the Second World War resulted in a gain in the black population from 4,846 in 1940 to 43,502 in 1950.

This was reflected in a proportional decline in the white population - 89.5 percent in 1950 and 81.6 percent in 1960. The non-white component will assume a greater percentage with continued high non-white birth rates and continued immigration from the Southern United States.

The racial distribution of San Francisco's population is in marked contrast to that of the surrounding Bay Area communities. In 1960 whites constituted about 82 percent of the San Francisco population but made up 90 percent of the other counties' population. Twenty percent of the population of San Francisco in 1960 was born outside the United States whereas less than 8 percent of the rest of the region's population were foreign-born. Sixty percent of the region's Oriental residents lived in San Francisco, although the City contained just 27 percent of the region's total population.

The increase in the number of unrelated and non-white households in San Francisco has markedly affected the age distribution in the City's population. The decade between 1950 and 1960 showed a decline in the 20 - 34 year age group - the family-formation age group - and a significant increase in the 65 years and over age group. The number of white residents under 18 decreased slightly while the over 65 white population rose 23.2 percent. The non-whites under 18 decreased slightly, while the over 65 white population rose 23.2 percent. The non-whites showed dramatic increases in all age groups - 128.6 percent in the under 18 age group and 117.8 percent in the over 65 category.

One of the most distinctive and valued assets of San Francisco is its diversity. However, the reduction of one element of the population - the middle-income, white family group - and a disproportionate gain of others - unrelated households and non-white, lower-income and low-skilled minorities - may work against the variety of cultural and ethnic backgrounds which are a vital part of the City's character. San Francisco must make an effort to provide the living environment attractive to the needs of families with children, and at the same time to up-grade the housing and economic conditions of the growing disadvantaged community.

#### Social/Educational Characteristics and Services

	1960		
	San Francisco	Bayview-Hunters Point Model Neighborhood Area	Mission Model Neighborhood Area
Number of Families	182,027	7,080	12,785
Percent With Annual Incomes Less Than \$3,000	13.5%	18.5%	20.1%

The average per capita income in San Francisco - estimated at \$4,676 in 1966 - is considerably higher than that of the rest of California or the United States. San Francisco County continues to rank first among the nine Bay Area counties in per capita income, in spite of the movement of well-to-do families to the suburbs.

This high income level is directly related to the age, family size, and labor force participation rates of the City's population. San Francisco contains a high proportion of single-person households, of families with two wage earners, and of high-salaried professionals and business executives. It also contains a relatively low proportion of young children, when compared with the rest of the metropolitan area and the State and Nation as a whole.

The real problem to the City is how this personal income is distributed. In spite of the high per capita rate, in 1960 13.5 percent of the families in San Francisco lived in poverty and an additional 17.1 percent had incomes indicating a condition of deprivation. Among unrelated individuals, nearly 40 percent lived in poverty. (A family is considered to be in poverty if its annual income is under \$3,000 and in a condition of deprivation if it is between \$3,000 and \$4,999. The poverty level for single individuals is \$2,000 a year or less.)

The 1960 Census also indicated a gap between white and non-white family incomes: 20.9 percent of non-white families in San Francisco were living on less than \$3,000, while only 13.5 percent of the total population had incomes this low. Other disadvantaged families were those with female heads, among whom 32.9 percent lived in poverty; and those with male heads over age 65, with a poverty level of 30.8 percent. The sections of the City which fell within the lowest category were South of Market, Western Addition, Inner Mission, and Hunters Point.

Other social factors - of education, social service needs, crime and delinquency, and health requirements - as well as problems of housing condition and under-employment, are directly related to the problem of inadequate income.

The average educational level in San Francisco, as elsewhere in the nation, is rising dramatically. Between 1950 and 1960 the percentage of the City's population aged 25 or older completing 12 or more years of school increased from 45.9 percent to 50.9 percent. Among non-whites this increase was from 27 percent to 39.1 percent. However, San Francisco and the Bay Area experienced an increase in persons with no formal education, from 1.9 percent to 3 percent of the adult population during that decade. This probably reflects an increase in immigration from abroad. In 1960 the highest percentage of persons with less than 9 years of education was in Chinatown, South of Market, Inner Mission, and Potrero Hill.



Low skill jobs are decreasing in San Francisco as industry continues its exodus to suburban areas. Conversely, jobs which require high levels of education and training are increasing.

In January 1968 the unemployment rate for the United States was 3.5. percent - the lowest in 14 years, and one of the lowest in the entire history of the nation. In the same month, the unemployment rate in the five-county San Francisco - Oakland Metropolitan Area was 4.4 percent. By contrast, unemployment in Bayview-Hunters Point is currently estimated to be between 10 and 15 percent - a rate over three times that of the nation, and more than double that of the metropolitan area.

San Francisco's health problems are particularly reflective of the circumstances of large cities. The incidence of deaths caused by heart disease, accidents, cirrhosis of the liver and suicide is much higher in San Francisco than in the State or Nation as a whole. Other major health concerns such as tuberculosis and venereal disease, are associated with poverty. Western Addition, Chinatown and the South of Market area had the highest rates of new cases of tuberculosis in 1960.

Social dependency, and consequently the need for welfare assistance, is the result of a combination of economic, physical, and social handicaps. Members of minority groups and the aged, who constitute relatively high proportions of the populations of major cities, are therefore the chief recipients of public assistance. The per capita cost of welfare in San Francisco is higher than the state-wide per capita cost, although between 1955 and 1960 welfare costs in San Francisco did not increase as a percentage of total City expenditures. The sections of the City with the highest percentage of recipients of the Aid to Families with Dependent Children program are Western Addition, Hunters Point, and McLaren Park. The largest concentration of recipients of the Old Age Assistance Program is in the South of Market and Downtown-Civic Center areas.

Crime, particularly juvenile delinquency, has become an increasingly serious urban problem in the last two decades. Mobility and rapid change, especially in large cities, have reduced the effectiveness of the family and the neighborhood in controlling behavior. While adult arrests in San Francisco remained reasonably constant between 1957 and 1963, juvenile arrests increased steadily. In 1960, five felonies were committed per thousand adults, while 17 felonies were recorded per thousand juveniles aged 8 to 17.

C. Mission Model Neighborhood Area

Introduction: Changing Role of the Model Neighborhood Area

The Mission District is unique in the richness of both its past and its present. Peoples from throughout the world have come to live here, and all have contributed to the neighborhood's attractive appearance, traditions, and colorful vitality. Today the Mission differs dramatically from most other urban communities in the great diversity of its people. They include families from Mexico, China, Central and South America, Japan, and the Philippines, descendants of earlier European immigrant groups, blacks, and American Indians

Along with its unique history and diversity, the Mission Model Neighborhood Area also represents conditions and problems that are common to many older communities in large cities. Residents are confronted by an inadequate supply of good housing at low and moderate cost. Unemployment is high, partly because of lack of skills and partly because of industrial movements out of the inner city. Many schools, parks, and other facilities are overcrowded, run-down, and out-of-date.

San Francisco began in what is now the Mission District with the establishment of a mission near the Laguna de Los Dolores in 1776. Today the Mission Dolores still stands as a reminder of this historic beginning.

From its earliest days, the Mission District was a reception area for newly arrived immigrant groups of all nationalities. The Mission's weather, which is warmer and sunnier than in most parts of the City, was probably one reason for its attractiveness, along with its friendly, cosmopolitan atmosphere of welcome to newcomers in search of a home and work.

At the turn of the century, Irish, Italian, German, and Russian groups were predominant among people moving into the Mission District. Many came from the North Beach, Russian Hill and Nob Hill areas as the character of these areas changed. Each nationality group brought its distinctive flavor of language, customs, values, and aspirations. Some of the City's best known Mayors and other public officials came from the Mission District, from which emerged much of the political history of San Francisco.

During the 1920's many of the Irish, Italian, German, and Russian residents moved to homes in newer, more well-to-do neighborhoods. They left their large Victorian homes or cold water flats, but many continued to own them and rent them to

other families. This started the pattern of absentee ownership which persists today.

Mexicans and other persons with Spanish surnames began moving into these vacated dwellings. Many were poor and remained so because of lack of skills, language barriers, or discrimination. This immigration leveled off during World War II and then increased again after the war ended. However, this time the immigrants were predominantly international Spanish-surname from Central America, South America, Puerto Rico, and Cuba. Today there are also Filipino families, since recent changes in immigration laws have permitted women and children; Samoans, American Indians, some Japanese and a substantial number of blacks who have moved out of redevelopment areas. In addition many Chinese persons who normally would settle first in Chinatown are now coming directly to the Mission because Chinatown is filled to overflowing.

Population: The most significant fact about the changing population of the Mission is that it is rapidly moving toward an equal mixture of white and diverse non-white persons. This trend will continue as long as rents in the area continue to be as low as anywhere in the City, and as long as the United States' recently liberalized immigration regulations are in effect.

San Francisco is one of the few reception areas in the Nation for predominantly Spanish-surname and Oriental persons entering under the current less restrictive immigration quotas. San Francisco's foreign immigration per capita is already the highest in the Nation. Further liberalization of restrictions, effective on July 1, 1968, now permits more families to immigrate. Recently some former residents of the redevelopment area South of Market Street have also begun moving into the Mission District.

About 7 percent of San Francisco's total population lives in the Mission -- about 51,000 in 1960 and estimated at 70,000 today. The area also contains about the same proportion -- 7 percent -- of the City's school enrollment and elderly persons. The Mission is thus typical of the City as a whole in its age structure. As in the City generally, there has been a trend toward a decreasing number of families with young children and an increasing number of single persons and childless couples.

The Mission contains a smaller proportion of non-white residents than the City as a whole -- 7.4 percent in the Mission compared

with 18.4 percent city-wide in 1960. More than one-third of the City's total Mexican-born population lives in the Mission, and the size of the non-white population, including blacks, American Indians, and Chinese, is increasing.

Employment and Income: Unemployment is a major problem in the Mission District. The 1960 rate was 9.5 percent for males 14 and over, compared with 6.7 city-wide. Incomes are relatively low. In 1959 more than 20 percent of Mission families had incomes of less than \$3,000.

More than 75 percent of the Spanish-surname families have incomes at or below the poverty level. Language barriers, lack of skills, and unfamiliarity with the highly competitive ways of the city have contributed to unemployment and underemployment. Lack of an adequate education is part of the total problem. More than one-fourth of Mission residents over 25 years old had less than an eighth-grade education in 1960.

Housing: The Mission District contains the same proportion of the City's housing units as it does of its population -- about 7 percent. However, there is a much higher incidence of overcrowding in the Mission than in the City -- 9.3 percent compared with 6.1 percent in 1960. This results partially from an inadequate supply of large units for large families and from doubling up of more than one family in a unit because of low incomes. Also, the movement of people from abroad and elsewhere in the United States into the Mission continues, and many recent immigrants live with their families or friends. Overcrowding in the Mission District is probably even more severe than Census figures indicate. Many foreign-born immigrants are afraid to answer questions from a government representative such as a Census-taker about how many persons live in their dwelling.

About 16 percent of the housing units in the Mission were judged substandard in the 1960 Census, compared with about 10 percent city-wide. These units were deficient in physical condition, in maintenance, in plumbing facilities, or in a combination of these factors. Substandard units were concentrated in and near the industrial sections of the Mission area, to the north and east.

The predominant character of the community is of modest, but well-maintained homes and apartment buildings, not of a badly blighted area. Only about 2 percent of the units were found to be dilapidated in the 1960 Census.

Other Structures and Facilities: The Mission District was the first part of San Francisco to be developed. It is not surprising that it contains a large share of old, obsolete, and poorly maintained buildings, non-residential as well as residential. There are a number of substantial industrial plants in the eastern part of the area, mostly centering on the Harrison Street railroad spur line. However, in the northern part of the area, between 15th Street and the freeway, large sites and plants are being vacated or underused as industrial firms move to the suburbs.

Mission Street between 14th and Army is a major commercial strip. The vacancy rate is relatively low, and many stores feature special goods imported from the major countries of origin of Mission residents. However, the Mission Street shopping area faces problems of scattered physical deterioration, poor design, and inadequate parking. There is also a shopping area for convenience goods and services along 24th Street which is in generally sound condition.

San Francisco General Hospital is in the eastern part of the Mission, on Potrero Avenue at 23rd Street, and a new hospital complex costing \$33 million is under construction.

Social and Educational Characteristics and Services: Schools, like other buildings in the Mission District, tend to be old and functionally obsolete. In areas of heavy immigration, there is considerable school overcrowding. Recently started Head Start programs for pre-school children and English language classes for adults have been directed toward the particular educational needs of Mission residents.

The Mission Model Neighborhood Area is densely built up, and outdoor recreation space is at a premium. Back yards are generally too small for active play. The community's parks are heavily used by young people for informal competitive sports as well as by smaller children. The area may offer possibilities for experimenting with new types of recreation requiring no additions of open space, such as part-time use of streets and use of the roofs of buildings.

Health, welfare, and social services have been expanded and coordinated through Mission Area Community Action Program of the Economic Opportunity Council, the San Francisco agency for planning and carrying out the federally assisted War on Poverty.

Much of the program effort has been directed toward serving young people, providing job training and placement and recreation activities for youth, and the Head Start program for pre-school children. The elderly residents of Mission also face particular service and health needs. More than 10 percent of Mission residents aged 65 and over receive Old Age Assistance funds.

Forces for Change: The Bay Area Rapid Transit system, to begin operating in the early 1970's, will have a great impact on the Mission District. There will be two stations on Mission Street at 16th and 24th, on the new subway line extending south to Daly City.

The transit line will greatly affect residential and commercial development near the stations and in the surrounding area. The Mission Area will become even more attractive and accessible than it is today. Jobs throughout the Bay Area will become more readily available to people who live in the Mission. However, there could well be adverse effects on the community which need to be anticipated and if possible counteracted in advance. Land costs and residential rentals may rise further. Older commercial areas in the Mission may lose patronage as other commercial areas of the City become more accessible for Mission residents.

BART is the major public investment now being made in the City and its surrounding region. It is essential to relate other improvements and service programs to the rapid transit system, through careful planning by and with community residents, to insure maximum physical, social, and economic benefits to the Mission District.

#### Reasons for Persistence of Conditions in the Mission

The major economic, social and physical problems confronting the Mission Model Neighborhood Area occur, continue, and in some cases worsen because of a variety of factors. These causes include conditions and trends outside the neighborhood itself, as well as conditions and trends inside the district.

The economic problems of the people of the Mission -- unemployment, underemployment, and low incomes -- arise in part because of low educational levels, lack of skills, and language problems. But another set of factors are the changing locations and availability of the jobs themselves.

As in other large cities, many plants in the older industrial areas of San Francisco have relocated to larger sites outside



the City. This trend has reduced the number of jobs available to skilled, semi-skilled, and unskilled workers within easy reach of inner city areas like the Mission District. In 1960 the proportion of Mission residents commuting to jobs outside the City was well over the city-wide average. The number of "reverse commuters" from the area has continued to increase along with continuing industrial growth outside the City. The completion of the BART line, with its two stations in the Mission Model Neighborhood Area, will make these outlying jobs easier to reach.

At the same time it will be necessary to expand programs for increasing job and language skills. There has been a general rise in the skill level requirements of industries. Many jobs previously done by unskilled workers are now automated.

The commercial establishments of the Mission District have provided a source of community leadership, in addition to offering a wide variety of goods and services to residents of the Mission and from throughout the region. However, the trend toward larger, but fewer, businesses spaced farther apart and depending upon customers arriving by automobile has adversely affected many of the small, locally owned shops. The opening of the two BART stations may have a greater negative impact, since local residents will be better able to reach newer business areas outside the Mission. It should be possible, however, through careful planning for local businesses to take advantage of the BART line by emphasizing goods and services reflecting the unique history and diversity of the Mission District. In this way it may be possible to attract enough people from outside the area to more than compensate for the loss in local business.

Economic conditions in the Mission District directly affect another major area of concern -- housing. Here again, the sources of housing problems are both internal and external.

Although the movement of low income families and individuals from the United States and abroad into the Mission District continues, the supply of low-cost housing has been diminishing. The housing supply in the City generally is short in demand. Land available for housing construction is limited, and the City continues to attract people from the East, Midwest, and South who wish to live and work here. Military personnel are also being assigned to the area in increasing numbers. In addition, native San Franciscans are also looking for lower-cost housing.

Some new construction and extensive rehabilitation have occurred in the Mission Model Neighborhood Area in response to the demand. In most cases, this has resulted in an increased housing cost.

Frequently old Victorian houses which had contained two or three large apartments have been deconverted back to single-family use. Other buildings have been converted into smaller efficiency or one-bedroom units. As a result, both housing quality and the number of units may increase. But housing costs also rise, and larger units for families with young children become increasingly hard to find. Those moderate-income families who can afford to therefore tend to look outside the Mission for larger housing units with more spacious yards. For lower-income families and individuals who do not have this opportunity, the decreasing supply of housing leads to overcrowding and further deterioration.

As improvement programs continue and expand in the Mission District, its residents will increasingly face this dilemma. The more attractive the area becomes, the stronger the trend toward rising housing costs will grow, thus decreasing the supply of housing within the means of many local residents. The Model Cities Program offers a unique opportunity for dealing with this problem. Comprehensive planning can help to assure a greater supply of low and moderate-income housing. And the social service and job training elements of the program can help to place better quality housing within the means of more Mission residents.

An important physical factor underlying many of Mission's problems is simply lack of space. The area is already intensively developed, and the generally well-maintained condition of most building in the area makes extensive clearance undesirable and unnecessary. This situation calls for creativity and imagination in making the most possible use of existing space -- for example through innovative housing design, multiple uses of parks and school playgrounds, and recreation use of non-recreation space such as streets and building roofs at certain times.

The problems and opportunities in the Mission District clearly call for innovation in problem-solving, planning, and carrying out improvements. Mission has great potential for such innovation, particularly since its residents represent such a wide diversity of ideas and interests. It will be particularly important to involve all the people of the Mission in all stages of planning in the Model Cities Program. This will require a willingness on the part of all groups in the Mission area to work together with each other and with representatives of the City.

#### Identification of Major Problems in the Mission

This brief review of conditions in the Mission Neighborhood Area indicates the following major problems:

Housing/Relocation. Overcrowding, inadequate supply of low and moderate-cost housing, shortage of relocation housing resources both within and outside the Mission.

Physical Environment. Overly intensive development, excessive age of many buildings and public facilities, pressure on existing housing supply because of basic physical attractiveness of the area, future impact of new transportation facilities.

Education. Inadequate skills for job market, language problems, school overcrowding.

Health. Shortage of private medical and dental care and readily available health services.

Employment/Economic Development. Unemployment, underemployment, decreasing accessibility of jobs due to industrial movement.

Social Services/Welfare/Income Maintenance. Inadequate or inappropriately designed services, low incomes, shortage of recreation space and facilities.

Crime and Delinquency. High juvenile crime rates, poor police-community relations.

These problems will be dealt with in more detail in the following section.

All of these concerns are interrelated. It would be impossible to achieve an effective solution to one without dealing with the others. This is the basic reason for the Model Cities approach -- to develop comprehensive programs to contend with economic, social, and physical problems together in areas where these problems are concentrated.

This network of problems in the Mission District is also linked with concerns in other inner city areas. For example, there will be direct ties between programs in Mission and those in Bayview-Hunters Point, the other designated Model Neighborhood Area in San Francisco. New housing and expanded job opportunities can produce an interchange mutually beneficial to residents of both areas.

More broadly, the solution of problems in the Mission Model Neighborhood Area is directly related to the City and the Bay Area. The regional BART system will have a great economic and social impact on the Mission, and careful local planning will be necessary to assure that Mission residents obtain maximum benefits from this problem. Ultimately, the success of the program in the Mission will depend largely upon city-wide efforts to expand the housing supply, increase the number of jobs, and improve the educational system.

1. Housing/Relocation

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	San Francisco	Mission Model Neighborhood Area
Number of Housing Units	310,559	21,330
Percent Overcrowded	6.1%	9.3%
Units Per Acre	13.74	25.7

Description of Problems and Causes - Housing/Relocation

Because of its role as a port of entry for immigrants to San Francisco, the Mission has long been a major residential center for the City. Just over one-half the land in the Model Neighborhood Area is in residential use, totalling 21,330 units. This represents a density of 25.7 units per acre, compared to 13.5 units per acre for the City as a whole. Much of the Mission housing dates from pre-World War II. Eighty-seven percent of its stock is over 20 years old. Moreover, in many structures large apartments have been converted to small units with inadequate facilities. In parts of the area, incompatible mixtures of industrial and residential uses cause blight and traffic congestion.

Age of housing inventory and condition are closely linked. The aging stock of the Mission was 16 percent substandard in 1960, which was 10 percent of the City's substandard units; 99 percent of these were built before 1930. In comparison to the Mission's deteriorating inventory, just under 12 percent of the City's total stock was substandard in 1960. The deterioration of Mission residences is due partly to the fact that many of the original tenants, primarily of Irish, Italian, German and Russian extraction, have moved to newer, more prosperous neighborhoods but have retained ownership of the Mission buildings. In fact, in the Mission only 16 percent of the total stock was owner-occupied. Evidence shows that ownership and housing conditions are positively related.

The influx of low-income persons to the Mission has created an increased demand for low-cost housing. According to the 1960 Census, 20 percent of the Mission population earned less than \$3,000 annually; the City percentage was 13.5. Moreover, the formation of a growing Spanish-surname community attracts people of similar backgrounds and interests to the Model Neighborhood. Limited by financial, language, and cultural barriers, these new residents increase the need for low-priced housing. Housing affordable by this group tends to be in the substandard category.

If this housing were improved to meet standard conditions, rents could be expected to rise accordingly, forcing once economically priced housing beyond the range of the growing low-income population. Even today, with a mounting demand for low-cost housing, rents could be expected to rise accordingly, forcing once economically priced housing beyond the range of the growing low-income population. Even today, with a mounting demand for low-cost housing, rents already tend to be higher than appropriate for the quality of housing available.

Accessibility of residential accommodations to minority groups is another factor affecting the condition of the Mission housing stock. It is clear that the non-white population is restricted, both by income limitations and by discrimination, in its choice of housing location. That discrimination operates in the San Francisco housing market is evidenced in the fact that there are eight census tracts where the black population exceeds 50 percent and 55 tracts with a black population of only 1 percent. Since 1950 the Mission has reflected an in-migration of large numbers of non-white and Spanish-surname persons. In 1960, the Model Neighborhood's population was 7.4 percent non-white, including 3.1 percent black, and an estimated 45 percent with Spanish surnames. The availability of low-cost housing in the Mission has been a major attraction for these disadvantaged groups. Liberalization of immigration laws as of July 1, 1968, is giving further impetus to this movement. The difficulty non-whites have in obtaining reasonable housing in many other parts of the City permits Mission landlords to ask sizeable rents for poor quality housing. One result has been to force crowding of persons into minimal standard living quarters. While dwelling unit density is not excessive in the Mission compared to City conditions, crowding in housing units approaches that found in the most blighted areas of San Francisco.

Three public housing projects in the Mission area provide some relief to the overcrowded, inadequate living conditions in the Model Neighborhood. Valencia Gardens, with 246 units, has a current racial mix of 145 white, 79 black (32 percent) and 22 other. ("White" includes American Indians and persons with Spanish surnames. "Other" refers to Orientals, Filipinos, and Samoans.) The size distribution of its units is 114 one-bedrooms, 102 two-bedrooms, and 30 three-bedrooms (12.3 percent of total number). Bernal Dwellings' 208 units are occupied by 129 whites, 58 black, (28 percent), and 21 of other backgrounds. This project includes a larger percentage of three-bedroom units, 34.6 percent or 72 units, in addition to 48 two-bedroom and 88 one-bedroom apartments. The 91 senior citizen units in Mission Dolores have a tenancy of 49 white, 35 black (38.5 percent) and 7 other. It includes only studio and one-bedroom units, 68 and 23 respectively. Monthly turn-over of residents in the two larger projects ranges from about 1.5 percent to

3 percent; the senior citizen complex has a turn-over rate of about 1 to 2 percent. While statistics are not available as to the number of Spanish-surname persons living in the Mission public housing projects, it appears that this group, constituting about 45 percent of the Model Neighborhood population, prefers to seek private housing accommodations even to the point of severe overcrowding and dilapidation.

Recent in-migration trends have shown not only an increase in low-income, low-skilled persons to the Mission but a substantial increase in the number of single persons and a decline in the number of families. San Francisco had the lowest proportion of families in the country in 1950, and the 15.8 percent decline during the next 10 years was the steepest recorded for any city. The expanding number of households of single or unrelated individuals has changed the focus of the housing demand in the Model Neighborhood. Their needs are best met through multi-unit structures, since high-density land usage allows lower rents. This corresponds to trends in San Francisco and most major metropolitan centers.

To date the new construction patterns for residential buildings has reflected the changing needs and demands of the community's changing population. New construction has provided between 1960 and 1967 a significant increase in the supply of buildings with 10 or more units and a reduction in the number of single-family and two or three-unit buildings. This explains the fact that the Model Neighborhood showed a net loss of 74 structures but a gain of 544 units during this period. This pattern is consistent with over-all City construction activity. In 1967 three-fourths of the new buildings contained ten or more units and one-half consisted of 20 or more units; single-family dwellings constituted only one-eighth of San Francisco's new housing supply. In the case of both the Mission and the City, this high-density development is primarily a response to a scarcity of vacant usable land and rising land costs as well as changing population composition. The housing stock of San Francisco must keep ahead of its population changes if suitable living arrangements are to become available to low-income residents.

The availability of low-cost housing plus the natural attractions of a mild climate and attractive topographic setting have worked together to draw a constant flow of new inhabitants to the Mission. The charm of the area is further enhanced by the variety of architectural styles exhibited in its housing stock, even though many buildings are deteriorating. A program of restoration and rehabilitation of these aging units would enrich and revitalize the Mission District. Incentive to residential renewal is anticipated as a major effect of the Bay Area Rapid Transit system. The Rapid Transit Corridor Study predicts that the core area of the Mission Model Neighborhood will show the greatest

increase in residential development of any quarter in San Francisco. It is expected that the heaviest concentration of construction activity will center near, and on feeder streets to, the BART stations on Mission Street at 16th and 24th Streets. Due to high land values (increasing substantially with the advent of BART, especially in proximity to the two new stops) and the nature of recent residential demand, the new buildings will be primarily high-rise, multi-unit structures. In the next 20 years, 31,150 to 14,050 units are expected to be added to the Mission housing stock, according to the Transit Corridor Study. Only 34.5 percent of these would be required to meet the modest increase in population; the remaining 65.5 percent would represent replacement of units in dilapidated buildings.

Greater accessibility due to BART construction from the Mission to downtown and suburban commercial and industrial areas may draw large numbers of new residents to the Mission. A buyers' and renters' market expanded in this way may provide stimulus to rehabilitating deteriorating buildings as well as to new construction. Since living accommodations close to the BART stations may be more expensive than in less convenient locales, it is possible that the Mission will gain a sizeable number of middle-income residents. It seems less likely, however, that these new households will consist of families, since the latter would give greater emphasis to open space, large single-family homes, and other amenities than to transit accommodations. The major commercial and business interests of San Francisco require semi-skilled employees and professional and office workers. Some of the individuals now filling these jobs who have been unable to afford City rents might find the new commuter facilities, moderate rents and pleasant environment of the Mission especially attractive. Such increased competition for housing could be expected to force rents up, still further reducing the housing supply available to low-income persons.

#### Reinforcing Factors of the Problem - Housing/Relocation

Discrimination: The low-income Model Neighborhood resident suffers not only because of a lack of choice due to an under-supply of housing units, but also because the stock available to him consists of some of the oldest and poorest accommodations in the City. The economically disadvantaged person is confined to this substandard market by the high housing costs in other parts of the City. In 1960 San Francisco property costs were notably higher than in the surrounding regions. Fifty-eight percent of the owner-occupied units were valued at \$17,500 or higher, compared to 41 percent in the total Bay Area. Low-income households are further handicapped by the fact that the percentage of income paid

for rent tends to increase as income level decreases. Thus, disadvantaged persons are forced to pay a greater share of their income even for unsatisfactory living conditions. In 1960, 64 percent of the white residents and 57 percent of the non-white residents of San Francisco earning less than \$3,000 (below the poverty level) paid annually over 35 percent of their incomes for rent; 90 percent of the whites and 95 percent of the non-whites earning \$6,000-\$6,900 spent less than 25 percent of their incomes for rent. In the case of non-whites with adequate incomes residential discrimination often prohibits them from moving into higher-rent neighborhoods. The effect of locational restriction is the creation of two housing markets. The minority group citizen is relegated to a "captive" market, which increases the demand for low-cost housing and thus encourages retention of substandard units, usually at disproportionately higher prices. This is clearly the case in the Model Neighborhood where there is a concentration of low-income households and underemployed or unemployed persons; in 1960 in the Mission 9.5 percent and 9 percent of the resident males and females, respectively, over age 14 were unemployed.

Code Enforcement and Rehabilitation: Code enforcement is the principal tool to overcome the problems of a deteriorating, aging housing stock at minimal cost. It exerts pressure on reluctant property owners who do not wish to undertake rehabilitation individually. Housing code enforcement is both a regulatory function of City departments to ensure health and safety standards and a service to property owners and tenants.

Evidence suggests that code enforcement encourages the private market to invest in rehabilitation at a rate 40 percent higher than the rate would be in the absence of such enforcement. Code enforcement should, however, be accompanied by an expanded supply of low-cost housing to avoid imposing hardship on low-income households. Large scale rehabilitation to up-grade the Mission housing stock beyond code requirements would be difficult because many of the buildings are built on small shallow lots at the front edge of the property, allowing little parking or open space. Substantial and expensive rehabilitation would be required to meet present-day standards of space and design.

Housing Authority: While public housing provides a valuable housing resource for many low-income households, the program as it now operates offers several problems as well. Projects which are institutional in appearance, physically



separate from their surrounding communities, and racially segregated can compound social problems even while meeting the need for decent, low-cost housing. The obviousness of a public housing development gives tenants a feeling of social and economic stigma and discourages personal concern for the condition of one's living environment. The fact that public housing imposes income maximums on its residents creates an additional problem. Tenants exceeding the limit are forced into an overly competitive private market. They are forced by their relative economic limitations to move to low-cost, often substandard housing because the amount in excess of public housing maximum incomes is often insufficient to obtain satisfactory private housing. Again, pressures for inexpensive, adequate housing are increased. It is likely that the dislocated household will have to spend a high percentage of its income for the non-public housing. Clearly the tenant displaced from public housing suffers considerable economic hardship.

Social Services: Displacement of residents as the result of private or public actions complicates the housing situation. Often those forced out of deteriorating areas are least able, economically or psychologically, to relocate themselves. If they are able to reestablish themselves in other housing, it is often in substandard, low-cost units, perhaps in another area of the City. Adequate provision of social services -- health, educational, welfare, employment training, and placement -- would facilitate the economic advancement of dislocatees. This would enable them to move to better neighborhoods or to improve their financial situation sufficiently to renovate their present dwellings. In the Mission the expanding elderly population is creating special demands for community facilities and services. Home maintenance is especially difficult for this group. The physical housing requirements of the aged, such as ground floor, or elevator dwellings, safety equipment, and special conveniences, impose difficulties in providing housing at rents appropriate to their often limited incomes. Public housing is frequently unsuited to the needs of this group. Rent subsidies, rehabilitation, and maintenance grants to up-grade residences would permit the elderly to remain at their present locations. FHA and CFA loans could be utilized for the construction of appropriate senior citizen housing.

Another group requiring particular social services are households with children. In the Mission the presence of many Spanish-speaking families suggests a need for language and vocational training which will facilitate their economic advancement and movement to more suitable, satisfactory housing. Job placement and welfare services are also an integral part of enabling families to obtain adequate living accommodations.

Financing: The existence of a deteriorating housing stock discourages adequate financial investment in a neighborhood to overcome the accumulating minor deficiencies. The result is merely to reinforce an already poor residential environment. It is difficult for low-income residents independently to secure loans for home improvements. And, once their community has been designated for renewal, they are unlikely even to seek such financing. Although the development of multi-unit high-rise apartments near the two BART stations is anticipated, it is improbable that families now living in substandard units would, without financial assistance, be able to afford either the new units or those vacated by middle-income households who could pay the new higher rents. Thus, the low-income, underemployed or unemployed, undereducated resident is trapped in his declining environment.

#### Present Efforts to Overcome the Problems - Housing/Relocation

Publicly Assisted Housing: A major problem with current Housing Authority policies is the forced relocation of families whose annual income rises above the maximum allowable sum. These families are usually forced to re-establish themselves in substandard housing or disadvantaged neighborhoods since they are still unable to participate in the City's high-priced housing market. Since 1960, 331 units of 221(d)3 moderate-income housing and 1,277 units of public housing have been added to the City's housing stock. A total of 5,836 public housing units and 530 senior citizen leased (Section 23) housing units are included in the San Francisco housing inventory. By September 1969, 537 units of turnkey elderly housing are scheduled for completion. In the Model Neighborhood, two projects under the air rights program are planned and will add 110 and 107 units to the Mission. Moderate-income housing will also be provided outside the Mission with the completion by 1970 of the Martin Luther King Square 221(d)3 Project, Yerba Buena's 250 units and Western Addition A-2's 200 scattered units. With 45,000 households identified by the 1960 Census as living in substandard housing, these projected new constructions are clearly insufficient to meet even the present demand for good housing. Moreover, indications are that the vacancy rate in the private market, already low, is declining further, placing tighter restrictions on the housing available to low- and moderate-income people.

City Agencies: San Francisco's program for expanding and improving its residential environment are the responsibilities of several agencies.

The Mayor's Office. The recently established position in the Mayor's Office of Deputy for Development is charged with coordinating planning and renewal policies and programs for the City. An additional position under the Mayor will concern itself on a city-wide basis with relocation efforts. The Board of Supervisors has approved a proposal by the Mayor for the City to purchase a 140-unit apartment complex from the Federal Housing Administration to serve as San Francisco's primary relocation resource for households forced to move due to public or private projects. The apartment units, built within the last five years, will house current tenants and relocatees. Liberal income maximums will be set to allow an economically diverse tenancy.

Other City Agencies. The Redevelopment Agency now handles relocation of citizens displaced by its projects. The Housing Authority plays a complementary role of giving top priority in public housing, and at reduced rents, to persons dislodged by redevelopment and renewal activities. The Bureau of Building Inspection in the Department of Public Works and the Department of Public Health are responsible for code enforcement programs and the maintenance of legally defined standards for housing units.

Federally Assisted Code Enforcement (FACE). This is a three-year program to provide public improvements in neighborhoods designated for concentrated code enforcement. Ten districts will be designated for the program, which includes street improvements, lighting, tree planting, beautification and improvements to public facilities, and creation of small parks and playlots. Federal funds will also be used to provide property owners with architectural and engineering services and assistance in filing loan applications. The City's expenditures for code enforcement activities above the previous level for the area are considered a local contribution to the City's one-third share of the program cost. Seven of the ten areas have been designated so far, not including the Mission District. However, the program will benefit Mission residents by expanding the supply of good, moderate-cost housing generally in the City.

Urban Renewal: The primary objective of residential renewal is to provide decent living conditions for the entire community. To achieve this end in most

urban centers it has been necessary to alter substantially land used in blighted quarters. This has been done by large-scale clearance and, inevitably, relocation of former tenants from the area. Clearance has most often occurred in low-income districts with the result that the original occupants could not afford the new housing. Renewal efforts must be combined with expansion of low-cost housing or it will serve simply to overcrowd other deteriorating neighborhoods.

The residential development projects in Diamond Heights and the Golden Gateway directly and indirectly augment the City's supply of moderate and low-cost housing. Open space in Diamond Heights will be converted to 2,900 units of sales and rental housing on a non-discriminatory basis. Of these, 435 fall into the moderate-priced category. The Golden Gateway Redevelopment Project has converted predominantly commercial and industrial land to 2,271 new residential units. While many of the Gateway apartments will be in the moderate and high-price ranges, their addition to the housing supply may release occupied standard housing in various parts of the City. If combined with subsidy programs, these vacated units could be made available to lower-income and minority households. Area A-2 of the Western Addition will provide 1,400 units of moderate-priced private housing and 800 units of senior citizen private housing, as well as about 1,300 higher priced units.

While these residential additions to the total housing resources of San Francisco will help to alleviate some of the growing housing needs of Mission residents, renewal efforts in the Model Neighborhood itself are essential. In 1966 an urban renewal study for a 423-acre area along Mission Street was proposed in a joint study by the San Francisco Redevelopment Agency and the Department of City Planning. However, the proposal was rejected by the Board of Supervisors by a 6-5 vote. Fear of dislocation and higher rents as a result of redevelopment and beautification as well as a desire for active local participation in improvement programs were issues raised by the opponents. Perhaps, too, the predominance of absentee landlords, many of whom wish to avoid the expense of rehabilitation, has contributed to the volume of objections from the community. Maximum community participation will be essential in solving the area's housing problems.

Required Change in Conditions - Housing/Relocation

General Concept: The need to improve the living environment of the Mission Model Neighborhood is evident. Housing must be provided for the surge of immigrants who are expected to settle in the area after the July 1, 1968, easing of the immigration laws. Since most of these new residents will be confronted with economic, language, and cultural handicaps, their housing selection will be restricted both in locale and price range. While attention must be given to their needs, a primary concern should be improvement of the living condition of the Model Neighborhood's present inhabitants. New low and moderate-income housing development and financial assistance programs to encourage home ownership and rehabilitation of dwelling are mandatory. Ownership can be expected to stimulate self-improvement efforts, thereby raising the over-all quality of the Mission housing stock. Special attention should be given to retaining families now residing in the Mission and to attracting new families to the area. An increased supply of moderate and low-cost housing, especially single-family dwellings, is again essential. Large-scale housing construction in the Model Neighborhood must be promoted, designed, financed, and operated so as to encourage racial and economic integration in the Mission. This would require a review of rent and sales prices and the identification of gaps in the housing supply with regard to type and cost.

Institutional Changes: New definitions and dimensions must be given to the roles of existing City agencies concerned with the housing problems of San Francisco. One recent innovation has been the formation of the post of Deputy for Development in the Mayor's Office. Also, a broader interpretation of what constitutes the City's housing problems must be evolved. Upward mobility means access to better housing. The living environment is contingent not solely on physical accommodation but on the quality of economic, employment, educational, health, and related services and facilities. Efforts to deal with problems in any of these areas must be coordinated. An example of this is the present synthesis of the Redevelopment Agency's relocation services with the policy of entrance priority in public housing by the Housing Authority.

Another major undertaking should be the establishment in the Model Neighborhood of a local housing service center to provide residents with information on home improvement methods, financial assistance programs, federally insured loan requirements, and relocation possibilities -- the broadest possible range of housing data.

Changes in Housing Regulations and Laws: A fundamental innovation could be the coordination of renewal, relocation, housing and code enforcement programs through a central City office. The establishment of a Deputy for Development is a first step in this direction. Changes in State and City laws might be required. Unilateral responsibility should be assigned for relocation needs resulting from any governmental actions. Redirection of Federal funds to allow flexibility of inter-agency staff assignments could be carried out. Creative approaches to rehabilitation through new use of Title I could be developed. The San Francisco CRP Report recommends that legal revisions be made to allow property write-down and purchase without demolition of the structure.

Since private financing mechanisms have not operated effectively in poor areas, Federal programs must be expanded and banking regulations made more flexible to make rehabilitation and home ownership economically feasible for low-income persons or groups. The recently approved Federal interest subsidies for low-income home buyers is an example of such a program. Insurance companies can and have made financial commitments to ghetto areas. Only the pooling of private and governmental resources can effect the kind of dramatic changes which the urban ghettos require.

Community Attitude Changes: Optimal development of a community depends on the cooperative efforts of its many interest groups to resolve neighborhood problems. Coordinated block work and beautification can provide a unity of purpose. Support by all community members in a local housing service center would strengthen the role and effectiveness of the agency operating the center. Communication and informational exchanges with government offices should be promoted to obtain maximum access to Federal, State, and City housing programs and resources.

New attitudes must be developed outside the Model Neighborhood as well, particularly with respect to housing discrimination. The disadvantaged citizen must be given every opportunity to improve his living

environment, whether in his own or another neighborhood. Employment discrimination and the resulting economic disadvantages also prevent the ghetto dweller from bettering his housing situation. While many would not move from their indigenous community, the individual's right and ability to choose his environment cannot be denied.

Planning for Community Improvement: Low and moderate-cost housing is required to revitalize and rehabilitate the deteriorating residential stock of the Mission Model Neighborhood. Experimental programs of rent supplements, interest subsidies, leasing arrangements by the Housing Authority, sponsorship of 221(d)3 housing by community groups, churches, and businesses mortgage insurance policies should be tried. Use of "turnkey" housing and scattered public housing units should be examined as ways to expand and enhance the housing supply. Remodeling existing public housing and expanding the attached recreational facilities should be considered. The possibility of rehabilitation loans under Section 312 of the Housing Act and Section 115 grants should be fully investigated.

Construction of the two rapid transit stations in the Mission Model Neighborhood plus local capital improvements should be tapped as ways of securing substantial grant-in-aid credits not otherwise available for use in neighborhood improvement programs. New structures should replace obsolete ones; incompatible, non-conforming uses should be eliminated; and unsalvageable deteriorating buildings should be cleared. Unproductive, nonconforming uses should be relocated from the Model Neighborhood to make room for uses more appropriate to the needs and interests of the community. Priority should be given to new residential development with particular attention to the housing needs of present residents. Where new development is indicated, the new construction should be phased so as to minimize hardship and inconvenience to persons already located in the area.

Physical improvement planning and social planning must complement each other if they are to function effectively. Renewal and planning activities have important social ramifications. Conversely, decisions about social services and programs influence where people live and help determine their physical environmental needs. The quality of each affects the success or failure of the other.

## 2. Physical Environment

1964

	San Francisco	Mission
Acres of Land	30,000	800
Percent Rated "High" or "Medium" in Functional Quality - Community Renewal Program	37%	0

### Description of Problems - Physical Environment

The Mission District was the first part of San Francisco to be developed, and it still contains a high proportion of old buildings today. In 1960, 96 percent of the Mission housing units were 20 years old or more, compared with 80 percent in the City. Many buildings, both non-residential and residential, have suffered deterioration from age as well as neglect. Typical defects include faulty foundations, unsafe wiring, inadequate toilet and kitchen facilities for each housing unit, hazardous heating equipment, and illegal structural alterations.

When the Mission was first developed there were no planning controls or building regulations, and the negative after-effects continue even today. From its earliest days, land in the Mission was in great demand. People were willing to purchase homes built on sites that do not meet standards today -- 30 by 120 foot lots, structures built on or near front and side property lines, and small rear yards isolated from the street. Land was used as intensively as possible, without leaving space for parkways along streets.

The density level in the Mission is 25.7 housing units per acre, compared with 13.7 units per acre city-wide. Overcrowding is also at a much higher level -- 9.3 of the Mission units are overcrowded, compared with 6.1 percent City total. Many old, single-family homes have been converted to multi-family structures, a substantial share of them illegally. Rear yards are filled with second dwellings, storage sheds, garages and other materials, so that they serve only a limited residential or recreational function.



Non-residential structures generally occupy a high percentage of the lot so that there is insufficient space for off-street employee parking, storage, and loading facilities and none for landscaping or other amenities. The result is reduced efficiency, disruption of other activities, and a blighting influence on the surrounding neighborhood.

The level topography of the Mission area contrasts sharply with Potrero Hill on the east, Bernal Heights on the south, and Dolores Heights on the west. The flatness of the land has made it particularly attractive for heavy industrial development, as well as housing. The competition among land uses had led to adverse mixtures of activities and structures. Most of the industrial plants lie north of 20th Street, but a large concentration of industry has followed a railroad spur south along Harrison Street to 23rd Street, deep into a residential area. These industries cause heavy truck traffic on residential streets and detract greatly from community safety and appearance.

There are many other examples of incompatible mixtures of land uses in the Mission Model Neighborhood Area. Hotels and lodging houses adjoin family dwellings, creating an environment ill-suited for family life. There are many industrial operations in the rear yards of residential properties, and many commercial firms have been converted from residential structures. Mission Street itself consists mainly of structures in mixed commercial-residential use without, in most cases, adequate design separation within the building.

Community Facilities: The Mission District contains five public elementary schools - Bryant, Hawthorne, Starr King, Marshall, and Sunshine - which had a February 1968 enrollment of about 2,350. Horace Mann Junior High School, Samuel Gompers High School, and John O'Connell Vocational High School are also in the area. Mission High School, on the west side of Dolores Street, is technically outside this study area, but it serves many local residents.

Most of these school buildings are old, overcrowded, obsolete in design, and without adequate adjacent play space and athletic fields. The Bryant School, built in 1910, now needs to be replaced. The John O'Connell Vocational High School, at 22nd and Harrison Streets, is a trade and apprenticeship training center serving the entire City. It is somewhat poorly located to be easily accessible from throughout the City.

Parks and recreation facilities are in short supply in the Mission District, largely because of the area's intensively used, heavily built-up character. There are six parks and playgrounds in the area totaling about 15 acres. The largest of these is Franklin Square, 4.4 acres. The larger Mission Park, on the west side of Dolores Street, also serves the area. The great shortage of open space is indicated by a comparison with the American Public Health Association standard of 3.25 acres per 2,000 population, which would require about 80 acres instead of the existing 15. It would not be realistic to hope to achieve this standard in a densely developed area like the Mission. But the gap underscores the importance of innovative recreation space design and use, especially since there is also very little private open space in the area. The need for large playfields for active recreation and competitive sports, for use by older children and youths, is especially urgent.

Two public parking facilities serve the Mission Street business area. However, in response to a 1967 questionnaire merchants along the street pointed to inadequate off-street parking as one of their major problems, along with insufficient off-street loading facilities and a generally unattractive appearance.

Community Appearance and Historic Preservation: In comparison with other parts of the City, the Mission District is drab and dull in physical appearance. It has few street trees, a limited number of parks, little space for landscaping and flower planting, and extensive areas of overhead wiring. Generally, in residential areas the densely developed houses present the appearance of an unrelieved, unbroken wall. Many commercial and industrial properties are ugly, poorly maintained, and congested.

Municipal housekeeping is also a problem in the Mission. Some residents, especially low-income tenants, have difficulty in meeting the rising costs of refuse disposal, and discarded materials remain uncollected in some sections. Many curbs, sidewalks, and streets through the area are in need of repair.

The Mission Dolores is an important strong point in the design and historic value of the community. It marks the first settlement in San Francisco, in 1776. The building faces Dolores Street, with its palm-lined parkway. Restored or well-maintained Victorian homes and attractive apartment buildings line Dolores Street, which also offers interesting topography and excellent

views of the surrounding City. Studies for community improvement efforts should include the identification of other historic sites in the Mission District and the design of walkways to connect the Mission Dolores and other focal points with other parts of the community. This might be done in conjunction with the City's Landmarks Preservation Advisory Board.

Transportation: The flat topography of the Mission District has also made it a transportation corridor for major surface routes carrying traffic between downtown and neighborhoods to the south. The James Lick Freeway to the east and the Central Freeway on the north carry the greatest volume of through traffic, but such heavily traveled north-south streets as South Van Ness, Folsom, Harrison, Bryant, and Potrero continue to create congestion which has particularly adverse effects on residential areas.

Public transportation in the Mission is generally good. Several north-south bus routes carry residents the relatively short distance to downtown, and there are east-west routes along 16th, 24th, and Army streets. However, access to areas outside the City, where a large share of Mission residents are employed in industrial plants, is difficult.

Completion of the Bay Area Rapid Transit line will have a great physical and economic impact on the area. The two subway stations in the area, at 16th and 24th under Mission Street, will make much more accessible the developing industrial areas in the East Bay area and south of the City. The stations will intensify the demand for off-street parking, already in short supply in the area.

#### Underlying Causes of Problems - Physical Environment

Internal - The Nature of the Community: Physical, as well as social, problems arise from the Mission District's historic role as a port of entry for immigrants from abroad and the rural United States. To some extent, new residents have seen the area as a way-station on the route up to an aspired-for higher standard of living or new way of life. There has been some tendency, therefore, to minimize expenditures on housing improvements and to feel little sense of permanent attachment to the community. The high level of absentee ownership has encouraged this sense of detachment.

Today, there is less mobility up and out of the

community, because the threshold for the first rung on the ladder to full participation in the American economy and social structure is much higher. Particularly in San Francisco, required job skills and educational levels are rising, and there is always an adequate supply of well-qualified people living in or moving to the City. Thus, more people are consigned to stay permanently in the port-of-entry neighborhood or in another neighborhood of like socio-economic status, which tends to become more of a one-way street than a way-station. The result can be, rather than a commitment to the area in which one will spend many years, an attitude of hopelessness and alienation. This can lead to physical problems of building deterioration and over-crowding, as well as severe social problems.

Current population trends indicate that certain kinds of environmental problems will get worse unless corrective action is taken. In the western section of the Mission, especially along Dolores Street, an increasing number of upper middle-income households have been attracted to restored Victorian homes and rehabilitated apartment buildings. This change has produced an improvement in the condition of parts of the area, but on the other hand it has raised rents and land costs beyond the means of many residents. As a result many moderate-income families, especially those with large numbers of children, have moved elsewhere. Low-income families have found a diminishing supply of housing within their means, and the pressures favoring deterioration and overcrowding have grown. This is particularly true since a large share of Mission residents, Spanish-surname and non-white, face discrimination in housing elsewhere in the City.

Another local factor compounding physical problems in the Mission has been local opposition to urban renewal. Previous attempts to gain approval of improvement programs emphasizing rehabilitation rather than redevelopment have not been successful, largely because of the attitude by groups that a federally assisted project, not be responsible to local needs and direction.

External - Public Services and Facilities: Most large American cities face a similar paradox: areas with the greatest need for certain kinds of critical facilities and services often receive the smallest investments for these purposes. Good school buildings and teachers of the highest ability are essential to the present and future well-being of inner city areas like the Mission. Yet, schools here are among the oldest and most over-

crowded in the City, and experienced teachers with seniority ask for and obtain assignments in newer schools where children come from higher-income families.

Similarly, building inspection and code enforcement programs are usually the least adequate in older sections of cities, where they are most needed. This is due to economic constraints - the difficulty many building owners have in paying for needed repairs - as much as to neglect.

Older neighborhoods like the Mission generally have the greatest shortage of open space for recreation and athletic programs, even though these needs are much more critical in low-income areas than in areas where families can afford large yards and travel to outlying recreation areas.

In recent years the idea of "compensatory" public expenditures has gained favor. Government agencies have purposefully made higher per capita expenditures in economically deprived areas for schools, and the idea of similar expenditures for parks and recreation is gaining support. This shift in resource allocation has been due in large part to activist community organizations and citizens' groups, who have devoted much time and effort to working together and with government agencies. The Mission District has advanced its cause less effectively than other lower-income areas of this and other cities, largely because of the unwillingness of diverse groups in the community to cooperate with each other and with the City.

#### Reinforcing Factors of the Problem - Physical Environment

Social Conditions: The number of single persons and childless couples living in the Mission District has been increasing, while the number of families with children has been declining. Some of the new residents are in upper-middle-income brackets, attracted to live in restored or new buildings in the area.

These factors, coupled with rising rent levels and inadequate schools, have detracted from the qualities of the Mission District that are attractive to moderate-income families with children. The community has thus been losing an important source of support and stability - families who have a stake in their neighborhood and are willing to devote time and effort to improving it.

It will be important to relate programs for more family housing to school programs. The Mission would be an

excellent area to carry out a joint effort to improve both housing and schools, including experimentation with new teaching methods and school building designs.

Comprehensive Planning: The San Francisco Master Plan, adopted by the City Planning Commission in 1953, is now in need of a comprehensive revision. The plan as it exists today does not provide an adequate framework with which to guide the development of a given community such as the Mission District. Other planning functions such as zoning and subdivision processing more affect the newer areas than the older, existing areas such as the Mission. Thus, the neighborhood is left without the effective land use controls and regulations by which to implement an orderly change of its environment.

The function of determining a proper and attractive location of public facilities is a physical planning problem. The Comprehensive Plan is needed to locate these facilities in a rational and efficient manner. The lack of an up-to-date plan has been a factor in the inadequate provision of facilities in the Middion Model Neighborhood Area.

A revised, up-to-date Comprehensive Plan would provide such a needed guide for resource allocation. It would also offer a method for coordinating and intensifying programs and services by the various agencies operating in the Mission District as well as elsewhere in the City.

Regulations: Present zoning districts in the Mission area permit an excessive amount of "strip" commercial development along major streets. The construction of high-density housing, with relatively small units in large buildings, is also permitted in a number of sections. Present zoning regulations should be studied for the possibility of re-zoning some sections from commercial to residential use. Also, the possible use of the Zoning Ordinance to offer incentives to builders for large family units, open space, and more off-street parking should be investigated.

Current building codes should also be studied as they apply to the Mission District. It is possible that greater flexibility in enforcement should be permitted, in view of the area's particular circumstances. At the same time, there is a clear need for stepped-up inspection programs.

Present Efforts to Overcome Problems - Physical Environment

Economic Opportunity Council: The Economic Opportunity Council of San Francisco, Inc., is the local agency for administering the federally assisted War on Poverty program of the Office of Economic Opportunity. It coordinates and operates a wide range of programs affecting the Mission District, some city-wide and some within the local community.

The Mission area is one of five parts of the City where the EOC has undertaken programs. The Mission area as defined by EOC is much larger than the area designated for the Model Cities Program. The EOC area extends east to the Bay, including the Potrero Hill area, and west to the slopes of Twin Peaks. In addition to the main Mission Area Community Program Office of EOC, there are three district offices in the area.

Most of the city-wide and local programs of EOC are directed toward social services, community organization, and job development, rather than improvements to the physical environment. The staff of the Mission area office has worked closely with the staff involved in preparing the Model Cities application and has provided valuable information and guidance.

One of the organizations with a particular orientation toward physical improvements that was formed through the efforts of the Mission EOC office is the Potrero Hill Action Committee, Inc. This area lies immediately to the east of the Mission area designated for Model Cities. This committee is working for construction of more low and moderate-income housing units, a multi-service center, and additional commercial and recreation facilities.

Another newly formed organization serving the broader Mission community, the Mission Area Neighborhood Organization, will have as a major purpose the establishment of a multi-service center serving the entire district. The center would help residents obtain employment, offer rehabilitation counseling, and provide other social services.

The Mission Neighborhood Health Center, financed through the anti-poverty program, is now operating in temporary quarters. The Obrero Language Center, another EOC Program, offers English classes for adults. Other service programs serving Mission and funded through the EOC include the Own Recognizance Bail Project, Operation Opportunity (The Mission Rebels), and Horizons Unlimited, and Project Head Start.

Comprehensive Planning: The San Francisco Department of City Planning is now revising the Transportation Section of the 1953 Master Plan. It has also given a high priority to completing studies for area development plans for particular districts of the City, such as the Rapid Transit Corridor, Northern Waterfront, and South Bayshore. Revision of the Land Use Section of the Master Plan, including the 1960 Urban Renewal Plan, will await completion of these district plans. The Department also plans to maintain the City's official Improvement and Renewal Schedule, based on the Urban Renewal Plan and on the recommendations of the Community Renewal Program Report. Maintaining this schedule will include developing new data and information on a continuing basis and considering major alternatives for the treatment of all areas of the City.

The Department of City Planning staff has been expanded during the past year, and there has been increasing emphasis placed on studying and preparing plans for local districts of the City. In the future it may be possible to assign a greater number of city planners for work with specific communities, such as the Mission District. In this way a planner would become familiar with the conditions of the area and the needs and wants of its residents, so that he could function as another link between the local community and the city as a whole.

Capital Improvements Programming: The San Francisco Department of City Planning was directed and authorized by a 1966 ordinance to prepare annually a six-year capital improvements program for public projects in the City. The first program prepared under this ordinance, covering the fiscal years 1966-67 through 1972-73, reviews each project for its conformity to the Master Plan and indicates a general priority for each item.

Among the major improvements recently completed or scheduled for the Mission Model Neighborhood Area and included in this Capital Improvements Program are the \$33.7 million San Francisco General Hospital, additions to the Buena Vista Elementary School and the Mission Nursery School, construction of a field house in Gardfield Square, rehabilitation of Garfield Square and Franklin Square, construction of a recreation building and swimming pool in Mission Playground, development of Mission Street Parking Plaza No.2 at 24th and Capp, and tree planting along South Van Ness Avenue.

The Department of City Planning staff is working with other departments and agencies to improve methods of



preparing the program, in order to establish an orderly, long-range capital programming process for the City.

Bay Area Rapid Transit System: The Bay Area Rapid Transit system, to begin operations in the early 1970's, will include two subway stations in the Mission District, under Mission Street at 16th and 24th Streets. In 1965 the San Francisco Redevelopment Agency and the San Francisco Department of City Planning undertook a joint study of the impact of the transit lines in the City on land corridors nearby, and the opportunities for improvement in these areas. The Mission area was included in this study.

The report on Economic Analysis for the Rapid Transit Corridor Study predicts increased residential densities and somewhat higher rentals near the Mission Street stations, especially at sites within walking distance of the stations. Also, more intensive residential development can be expected along 16th and 24th streets, where feeder bus lines will run, along other major streets in the area.

For commercial areas the anticipated impact of the transit line is somewhat less than for residential areas. An initial loss in shopper goods volume along Mission Street is expected when the stations open, because of the greater accessibility of downtown from the Mission District. Once this first response is abated, the report predicts a resurgence in shopper goods, but with a change in the mix of merchandise sold. With the increased densities near the stations, the demand for convenience goods facilities will increase. The number of marginal commercial operations along Mission Street will probably decline, and there may be a substantial demand for office development. A moderate increase in convenience goods demand on 24th Street is expected but there will probably be a weakening of commercial activity elsewhere in the area.

The anticipated effect of the transit line on industry in the Mission District is detrimental. Land prices will probably rise, making industrial expansion more difficult and encouraging plants to move out to other areas. Other land uses which can afford higher land costs can be expected to enter the previously industrial area.

The anticipated increase in residential density will generally tend to attract a smaller family unit with a fewer number of children than in the current population.

There may be new opportunities for specialized housing in the eastern part of the Mission District, such as housing for senior citizens and for the medical staff at the General Hospital.

Urban Renewal: To date there has not been an organized, community-wide effort for physical improvement of the Mission District. A proposal to undertake a study for community conservation and rehabilitation through urban renewal was made by the Redevelopment Agency in 1966. However, this proposal failed to receive the necessary approval by the Board of Supervisors, largely because of opposition by some groups in the Mission area.

#### Required Change in Conditions - Physical Environment

General Concept: Mission is an urban community, not a suburb. This must be remembered in planning and undertaking programs for physical improvement. It would not be possible or desirable to apply standards intended for newly developed, low-density, outlying areas to an older, intensively used community like the Mission. As previously noted, to achieve recommended standards for parks in the area it would be necessary to increase park acreage by more than five times. The cost of doing this in terms of dislocation of people as well as money makes it completely unfeasible.

The keynote in physical redesign of the Mission District must therefore be innovation - to make maximum use of a limited amount of space. This means that in many cases a single parcel of land can be used for more than one purpose. A school playground can be a community park when school is out. The roofs of public buildings might be used for play space, outdoor sitting areas, or evening dances for young people. Local streets might be closed during daytime hours to provide space for baseball games. It may be possible to include both a school and housing units in the same structure, if entrances are separated adequately. Air rights construction for apartments or public buildings should be considered, along with the possible use of land under existing elevated roadways for recreation or parking.

Another fundamental idea underlying the physical improvement of the area is that no community in the City can or should be built according to standards particularly designed for poor people. First, basic standards of space, facilities, and structural condition must apply regardless of the incomes of residents. Moreover, the great mobility of the urban population must be recognized. Neighborhoods change in socio-economic status as people

move to other parts of the City or elsewhere. Community design and facilities need to be flexible enough to serve a variety of uses for a variety of population groups over a period of time. Social, as well as physical, mobility is another key factor. A basis purpose of the Model Cities Program is to help people move permanently up out of poverty. To the extent that the program is successful in this regard, many people will also want to move out of the old neighborhood into an area they have previously regarded as more prestigious. At the same time, physical improvements to the Mission can be expected to make it more attractive and prestigious as well, so that many upwardly mobile former residents will decide to stay at the same time that new residents with rising income levels are moving in.

Institutional Change: New administrative mechanisms will be needed for planning and programming in the Model Neighborhood Areas at two levels - "downtown" and in the neighborhood. Coordination at the top level of City government, through the City Demonstration Agency, is essential, to provide the machinery that will deliver the programs outlined through work with the community.

The local office of the CDA, in the Mission area, should also reflect this inter-agency coordination. Staff members might include people assigned to work with key City agencies, such as the Board of Education and the City Planning Department, and these staff persons might have particular skills and experience in these areas of government.

The local staff should provide for two-way communication between the community and the central CDA. It should provide information to city-wide agencies about what the community wants and needs, and in turn it should inform local citizens about city-wide programs and requirements.

Community Condition: Improved housing quality is essential in the Mission District. It would be useful to have a central office in the area where local residents could go to obtain information on how to improve their property - what kinds of changes are possible and desirable, about how much costs will be, and where to obtain financing. This might be part of the local Model Cities office. To reach out into the community it might be valuable to hire local residents, provide them with a brief training program, and then send them out on

local community surveys to spot housing deficiencies and talk with other residents about how they can obtain help for making improvements.

Facilities: It is clear that the Mission District is badly in need of new public facilities, to replace those that are obsolete and to expand capacity. Coordination of plans for these facilities will be important, to make most efficient use of the limited amount of land. Joint use of open space by both the schools and the park system would be particularly advisable.

In planning recreation programs it should be remembered that there is a special need for indoor facilities in an intensively developed low-income area like the Mission. Adults and young people have limited funds for commercial recreation, and publicly sponsored recreation programs such as art, drama, and music groups in the evenings are needed. There is also a need for quiet indoor recreation in an overcrowded area like the Mission - a place where a member of a family can leave his noisy home or apartment and find a quiet spot to read, study or play cards. In many cases these indoor spaces would be rented in commercial facilities. Extensive capital investment would not be necessary or even desirable, in view of the anticipated change in the community's socio-economic status.

The idea of multi-service centers is gaining widespread acceptance, and some community organizations in the Mission are now advocating such facilities. In these centers a wide variety of public and private service agencies can offer both direct and referral services in a single convenient location.

Community Appearance: The Mission Model Neighborhood Area should receive top priority in city-wide environmental improvement programs such as street tree planting, curb and sidewalk repairs, landscaping and planting along parkways, and placing overhead wiring underground.

The opening of the two BART stations will open new design opportunities for the Mission. A landscaped pedestrian mall could lead from the 16th Street station westward to the Mission Dolores, the destination of many visitors. Also, 24th Street could receive special treatment in sidewalk paving and tree planting, to emphasize its role as the connection between the 24th Street station and the new General Hospital.

The Mission District Urban Design Study was undertaken for the San Francisco City Planning Commission in 1966.

The report on the study identifies major design features of the area and suggests development plans for the areas near the 16th and 24th Street BART stations.

Teams of local residents could also help in programs to improve community appearance. Local organizations, such as women's clubs, could conduct programs to inform residents about gardening and landscaping methods. Groups of local young people could be organized, and paid, to clean up vacant lots and littered streets.

Transportation: The main transportation improvements needed in the Mission area will be facilities to supplement and relate to the two BART transit stations. The two bus lines on 16th and 24th streets will feed into the stations, where additional transfer facilities and turn-arounds for private cars will also be required.

Community attitude Change: The previous unwillingness of diverse groups of Mission residents to work together has prevented the initiation of effective, comprehensive programs for improvement. A new spirit of cooperation, now in evidence in the Mission especially in the formation of a coalition organization related to the Model Cities program, can be the foundation of a more livable and attractive community.

### 3. Education

	San Francisco	Mission Model Neighborhood Area
Total elementary and high school enrollment	122,193	8,110
Percent of Persons Over 25 with Less than 8 years' Education	16.7%	25.8%

#### Description of the Problem - Education

The San Francisco educational system is confronted with the challenge of an aging, overcrowded physical plant and a rapidly expanding, racially changing school-age population. The projected growth of the school population over the next 30 years is attributable to the recent influx of young people ages 15 to 35 and to the maturation of children born during the baby boom of the 1940's. The under age 45 group, which includes school children and adults in their child bearing-years, is expected to increase from 447,977 in 1960 to 561,000 in 1990 (from 61 to 74 percent of the city total).

Not only will the young population expand significantly, but it will be composed increasingly of children from minority households. This reflects the recent influx to the city of non-white and low-income persons, many of whom are in the family formation age range. This in-migration pattern is expected to continue over the next 30 years so that between 1960 and 1990 non-white residency in San Francisco will grow by 167 percent. The white proportion of the total City population will decline by 35 percent during the same period.

Segregation of minority students will be an increasing problem in San Francisco. In 1960 the City's percentage of non-white school-age population was three times greater than that of California as a whole. By 1990 San Francisco's school-age population is expected to be only 45 percent white. The percentage of white children attending public school may be even lower if an increasing number attend private schools. Proportionately, more

than twice as many of San Francisco's youth attend non-public schools than the State average of 10.7 percent. In San Francisco, where 91,400 students were enrolled in 1965 in public schools, approximately 20,000 (26 percent of the total City's school enrollment) were in parochial schools. Of this enrollment only 15 percent were Spanish-surname and under 14 percent were non-white. The expense and selectiveness of private schools tend to leave their public counterparts with a disproportion of the learning handicaps associated with lower socio-economic status.

The problems of bilingualism, high transiency and limited social and economic opportunity often experienced by minority groups create special learning problems for many of their children. In San Francisco the number of pupils coming from homes where English is a second or unspoken language is considerably larger than in the rest of the state - 8.5 percent in California compared with 19.3 percent for San Francisco. The language inadequacy of many of these students tends to retard and discourage their progress. For example, the Spanish-surname community in San Francisco in 1965 constituted 13 percent of the primary and secondary enrollment but only 6.4 percent of the City College student body. Since vocational and economic mobility are closely related to level of educational achievement, the minority youth is at a competitive disadvantage. His learning environment must be redesigned to facilitate and encourage his advancement. To meet the needs of the growing, changing school-age population in San Francisco new physical and curricular facilities will be required. Special equipment, classes, and teachers must be acquired to accommodate the increasing enrollment of low-income, disadvantaged children.

San Francisco presently has eight senior high schools, a continuation school for grades 9-12, and a vocational high school. Their combined non-white population comprises 42.6 percent of the total enrollment, and the Spanish-surname group, 11.6 percent. Of the pupils in the City's 15 junior high schools, 12.5 percent are Spanish-surname and 45.9 percent are non-white. The 101 elementary schools have a slightly higher proportion of non-white enrollees, 47.5 percent, and Spanish-surname, 13.7 percent. There are several supplemental facilities incorporated in the San Francisco School system, including 6 adult education centers with a non-white enrollment of only 29 percent.

There are also a number of special schools for the physically or socially handicapped. These include a Guidance Service

Center, a Youth Guidance Center, the Sunshine Orthopedic School, and a Development Center. The combined non-white enrollment in these 13 special schools constitutes 46 percent of the total. Many of the schools at all levels in San Francisco suffer from over-crowding. Movable bungalow classrooms are available to meet shifts in population distribution, but they are neither adequate in number (200) or flexible enough to meet the growing need for a more expansive physical plant.

Each elementary school serves a radius of one-half mile and each junior high, one mile. In view of the residential segregation which operates in San Francisco, the secondary level's wider geographic reach gives it a broader racial mix. Racial imbalance in the schools has become a dominant concern for the City's educational system. According to a report by Stanford Research Institute, integrated schools are more accessible to students from a Spanish background than they are to black or Oriental children. Based on a scale of 0 for segregation to 100 for integration, the racial balance index of the school system for 1966 is as follows:

RACE	ELEMENTARY	JUNIOR HIGH	SENIOR HIGH
White-nonwhite	45.57	56.12	61.89
Spanish-nonSpanish	56.39	60.51	69.55
Negro-nonNegro	28.40	43.94	65.19
Oriental-nonOriental	39.07	43.82	49.88
Composite	40.96	50.83	60.62

This computation does not demonstrate, of course, the varying degree of integration in individual schools.

Between 1966 and 1971 San Francisco's schools will realize some loss in the number of white students (approximately 8,300) and a relative increase in the proportion of non-white students, according to a Standard Research Institute memorandum on Population Projection to 1971. This reflects the over-all pattern of population growth for San Francisco. Between 1950 and 1960 the black population increased 71 percent, to become 10 percent of the total City population. Other non-whites increased in number by 62 percent, constituting 8 percent of the total. Moreover, non-white children represent a much higher proportion of the public school enrollment than they do of the total San Francisco population. Between 1950 and 1960 the population under 18 years increased 128.6 percent. In 1960 the combined non-white segment of the City's population represented 30 percent of the City's births. Increasing still further the percentage of non-whites in the City's population will be in-migration from the South (which constituted 38 percent of the American-born, non-white residents in San Francisco in 1960).



Most of these newcomers are from rural backgrounds and bring limited vocational skills and educational preparation. Expanded and newly formulated community services will be needed to train and educate this influx of low-skilled, low-income persons.

The Mission Model Neighborhood has experienced an even more concentrated in-migration of young, undertrained, underemployed, undereducated persons. Of Mission residents over age 25, 25.8 percent have less than eight years of education, compared to 16.7 percent for San Francisco as a whole. While this is partially attributable to the growing community of elderly persons, often of a mono-lingual background and little formal education, it also reflects the changing proportion of white and minority inhabitants. The expanding school-age population of the Model Neighborhood in 1960 was composed of approximately 10 percent nonwhite. Forty-one percent of the Spanish-surname population is under 20 years of age. Only 1.3 percent of the Spanish-surname community has attended four years of college. The Model Neighborhood median level of education is 9.0 years compared to 12.0 for the entire City.

Most of the schools in the Mission are aging and overcrowded. Some rehabilitation and conversion of old structures has taken place in the last 15 years, but only one new school, Buena Vista Elementary School, has been constructed. The chart below gives a profile of the age, degree of crowding and racial composition of the Model Neighborhood's three senior highs, one junior high and six primary schools. It should be noted that Mission High, although outside the Model Neighborhood boundaries, is included because it serves the community.

SCHOOLS SERVING THE MISSION MODEL NEIGHBORHOOD AREA

SENIOR HIGH SCHOOLS	ADDRESS	YEAR BUILT	CAPACITY	Feb. 1968 ENROLLMENT	AREA	OVER CROWDED
Mission H.S.	3750 - 18th St.	1927	2,286	2,363	5.39	o/c
John O'Connell Voc. H.S.	2905 - 21st St. (Harrison) tot. rehab.52	1947	N.A.	882 4,124 (tot. eve.adulted.)	1.55	
Samuel Compers H.S.	11010 Bartlett St.	'37-unit 1 '40-unit 2 '54-rehab to Jr. High	500	541	1.29	o/c
JUNIOR HIGH SCHOOLS						
Horace Mann Jr. H.S.	3351 - 23rd St. (Valencia)	1924	1,170 1,210 w/bungalow	1,320	2.56	o/c
ELEMENTARY						
Bryant	2445 Bryant	1910	540	514	.69	b/c
Hawthorne	825 Shotwell	1926	825	674	1.60	b/c
Buena Vista (Replaced Starr King Annex)	1215 Carolina	due Dec.1 1968	16 clsrms. (approx.480)		N.A.	
Marshall	1575 - 15th (ne. Capp)	1914	525	530	2.56	o/c
Marshall Annex	1950 Mission (ne. 15th)	1909	450	467	.84	o/c
Sunshine Orthopedic	2730 Bryant	1927	n/a	169	.90	

The physical and academic environment of a school have a significant influence on the performance and achievement of the students. Children from poverty families or culturally isolated households often do not receive the necessary encouragement and support at home which stimulates achievement. Teachers who are aware of the educational problems which confront the disadvantaged child and special curricular innovations must be provided by the urban school system to meet the needs of this growing young population. That San Francisco Schools have not developed the kind of services and training which its school-age population seeks is evidenced in the over-all City dropout rates. Class size tends to be stable through the ninth grade; a notable increase occurs in the tenth grade with the infusion of children from parochial and private schools; in the eleventh and twelfth grades begins a sharp decline in class enrollment. Stanford Research Institute's Population Projection to 1971 shows this progression:

GRADE	5	6	7	8	9	10	11	12
STUDENTS	7379	7181	7333	7310	7527	8213	7081	5783

To meet the needs of the City's changing population, a variety of techniques must be employed to make the educational environment more relevant to a cross section of the school-age population, including materials and facilities, curriculum innovations, effective counseling and guidance programs, and creative use of federal funds.

#### Reinforcing Factors - Education

The child of a disadvantaged home arrives in the schoolroom from an environment which sets him apart from the majority. He not only starts behind his peers but has difficulty keeping up. The language barrier is a particular obstacle which may confront the child from the minority or immigrant family. Often his parents, undereducated or linguistically deficient themselves, give the child little recognition for educational accomplishments. The absence of reward for academic achievement results in his slipping farther behind his classmates. The apparent irrelevance of much of the school curriculum adds still less enticement to the disadvantaged youth to pursue seriously his education.

By the time the student enters high school, the gap between him and his better adjusted classmates is virtually unbridgable. In a test administered by the San Francisco Unified School District in September 1967 to elementary and senior high school students, the results indicated that schools with predominantly low-income minority students did poorly compared to schools with high percentages of white middle-class enrollment. This has been attributed to a cultural bias in the tests toward middle-class white

experience, and reflects an educational deprivation in the school environment of minority neighborhoods, according to the recent study of integration in the San Francisco schools by Stanford Research Institute. Education as it is now offered does not present to the minority student a way out of the ghetto. He leaves the school environment without the skills required by the contemporary employment market, which in San Francisco, as noted earlier, places highest-value on semi-skilled, professional, and business workers.

#### Efforts to Overcome the Problems - Education

The two major means to narrow educational gaps between minority and white children are an actively instituted policy of integration and a broadly based compensatory education program. Attempts to eliminate segregation in San Francisco schools have had only moderate success. Residential discrimination has been the major contributor to racial imbalance in the schools. Federal and State court rulings have declared that "separate but equal" facilities are inherently unequal and that local school boards must take steps to alleviate racial imbalance in schools. To separate children of different academic and motivational backgrounds only reinforces the cultural disadvantage of the minority.

In San Francisco the Unified School District has established the policy that children should attend the school closest to their home regardless of the fact of racial imbalance. Busing is initiated only to relieve overcrowding. The result has been that the senior high schools, each of which encompasses a wider geographic area than does an elementary or junior high school, are most fully integrated. However, since schools in poverty areas are the ones most often overcrowded, busing does discourage school segregation. Moreover, by combining two "feeder" schools with different racial compositions, a better balance can be achieved in the receiving school.

The San Francisco Superintendent of Schools in December 1967 announced a program to maximize integration in the City's school system. It includes both an all-year outdoor camp and science resource center, focusing on the natural sciences and operating on a fully integrated basis; a high school resource center offering in-depth academic and pre-technical training to students from every comprehensive high school; a supplementary educational center serving as a meeting place for community civic and business leaders and elementary students; and a "garden school" complex in Hunters Point.

This comprehensive approach by the Unified School District to the problem of racial imbalance in San Francisco schools is coupled with flexible scheduling to allow students to learn at their own pace, team teaching, and some use of upgraded classrooms.

San Francisco's program of compensatory education is a comprehensive plan to provide the special services required by the economically and educationally handicapped. Its aim is to reduce the barriers of poverty, language deficiency, and lack of vocational skill which prevent the ghetto youth from moving upward. Funding for this training is provided by the San Francisco Unified School District, the Federal Government through the State under Title I of the Elementary and Secondary Education Act of 1965, and the State of California under Senate Bill 28, Sections I and II. The \$4,000,000 is dispersed to schools with a high proportion of educationally and economically disadvantaged students. Under the compensatory education program of the San Francisco Unified School District during 1966-1967, approximately half the elementary schools in San Francisco participated in the program. All the junior highs and all but two of the senior high schools have been involved. Over 4,000 students were enrolled in the program during that year. Resource teachers are provided at each level to assist compensatory staff with teaching methods and materials. The compensatory teachers often serve as resource persons for their school. Use of multi-ethnic materials and of resource persons from a variety of backgrounds helps to promote a positive self-image on the part of the students.

Title I of the Elementary and Secondary Education Act served approximately 14,000 San Francisco children during 1966-67 from seven pre-kindergarten centers, 28 elementary schools, 12 junior highs, five senior highs and 13 non-public schools. Students from several schools were bussed to some of the participating schools due to crowded conditions. People from the community were involved as paid aides and volunteers. Special workshops and inservice training for teachers were sponsored under Title I funding.

The Senate Bill 28 of 1966, Section I, is aimed at the reduction of pupil-teacher ratios in grades 1 through 6. All but two of the 24 participating schools also received Title I support. Section II included a program of team teaching at the junior high level and training of college students as tutors and team helpers to work in poverty area schools.

There are a variety of services and agencies now operating in the San Francisco Unified School District which are

geared to the problems of the growing population of minority and disadvantaged children. At the primary level there are, in a ratio of one class to every four schools, special adjustment classes for emotionally or socially maladjusted children. Gompers Continuation High School in the Mission Model Neighborhood Area, provides a curriculum for working students aged 16 - 18 who have not completed the ninth grade. The Departments of Child Welfare and Public Health offer counseling and guidance services to children with discipline or medical problems. Juvenile Hall works in cooperation with these and the Police Departments.

The most comprehensive tutorial program in the City is run by the San Francisco State College Tutorial Program. It has centers in every low-income community in the City and provides diverse kinds of learning assistance. A small branch of the University of California Berkeley Campus has been established in the Mission District. The eighteen participating students attend lectures and discussion sessions to orient themselves to the problems of the Mission. Their assignments include tutoring English, conducting arts and crafts courses, and youth counseling.

The Mission English Language Center, 580 Capp Street, was initiated at the request of Mission residents. It is sponsored by Centro Social Obrero and funded by the Office of Economic Opportunity. The Language Center provided intensive instruction in English and training in specific job and trade vocabulary. Participation is dependent on Mission residency, economic need, employment status and language deficiency. The services offered by the center include counseling in cooperation with other city vocational training programs; preparation and distribution of a Teachers' Guide; library facilities for students and teaching staff; and tutor services by community volunteers. The Board of Education provides at least two teachers paid by the Unified School District. The center itself trains experienced and lay teachers and is developing a core of substitutes from the district who will be familiar with the materials and problems relevant to working with a cultural sub-group from a poverty area.

The Chinatown-North Beach Community English Language Center, funded by the Office of Economic Opportunity, offers intensive English language instruction, training and demonstration facilities for professional and volunteer teachers, and such student services as legal, employment, medical and social assistance. The center is outside the Mission Area, but it serves many Mission

residents, especially oriental immigrants.

Two private organizations have programs directed toward language problems. The San Francisco Adult Literacy Center serves some 70,000 adults throughout the City. Most of these enrollees are English-speaking persons whose inadequate education in their earlier years did not provide them with basic reading and writing skills. Another group, the Laubach Foundation, plans to undertake a mass program in Chinatown to provide Chinese-speaking persons with a minimum working knowledge of English. This program could be of use to the increasing number of Chinese immigrants in the Mission District.

The Head Start Program, located in every Economic Opportunity Council poverty area, provides supervision and medical care for pre-school children from low-income and welfare families. A parents' advisory committee oversees the program's policy formation. The Mission is served by nine Head Start centers located at:

St John's Episcopal Church 120 Julian Street	Mission Neighborhood Youth Center 534 Precita Avenue
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Apostolic Temple Church 3459 - 17th Street	Mission Neighborhood Adult Center 362 Capp Street
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St. Kevin's Church 704 Cortland Avenue	Ascension Lutheran Church Dolores & 19th Street
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Temple Bautista Church 1970 Folsom Street	Good Samaritan Center 1292 Potrero Avenue
--	--

Lebanon Presbyterian Church  
1021 Sanchez Street

#### Required Changes in Conditions - Education

Institutional Changes: In California, the Governor appoints the Board of Education, subject to two-thirds ratification by the Senate. The Board is responsible for the approval of all materials used in the public school system. The Superintendent of Public Instruction, popularly elected, executes the policies of the Board. As a result, he can exercise strong influence over the way in which programs and policies are implemented. The San Francisco Board of Education is appointed by the Mayor for five years and is charged with policy determination for elementary and secondary schools and the City College. Its primary responsibilities are the selection of the Superintendent of Schools and all school personnel, the approval of school materials, preparation of a budget for submission to the Board of Supervisors and approval of the financing of all academic

and construction programs. It does not appear that this administrative structure needs revision. Rather, attention should be given to the selection of the ablest men and women who bring to their positions an awareness of the changing, complex problems of City and State schools.

A major change which is required locally in the San Francisco school system is the elimination of racial imbalance. One possible solution is the redrawing of school boundaries to achieve greater balance in all schools. This would encourage the racial mix which exists to some degree at the senior high level. A carefully planned system of busing from overcrowded schools at the elementary and junior high levels could be instituted to allow students of diverse backgrounds to attend the same school. The pairing of one predominantly white school with one comprised largely of minority youth would be essential to the busing schedule. Permissive transfer and open enrollment policies would enable children to move from a neighborhood school to one offering a greater socio-economic, ethnic mixture. Optimal implementation of a compensatory education program would bring together for special training and attention youth of varying backgrounds and skill levels.

Physical Facilities Changes: The physical plant of the entire San Francisco public school system is in need of modernization. Many buildings are in poor physical condition, and most were designed before the advent of new teaching methods and audio-visual techniques that require greater flexibility in classroom space. These problems are particularly severe in the Mission Model Neighborhood Area, the oldest part of the City.

The reconstruction of the public schools' physical plant presents an opportunity to deal effectively with social problems, such as racial imbalance, as well as to meet educational and facilities requirements. One possibility would be to construct one or more educational parks, which are clusters of more than one high and/or elementary school on a single site, serving a large section of the City. These facilities would be designed to enable the highest quality of education, with emphasis on highly individualized schooling for each student. Economies of scale would be realized because of the educational park's size, and this would make feasible certain kinds of special equipment and facilities that would normally be too expensive for the conventional single school. The Parks would also make it possible to group together students with special language problems into



adequately large classes for part of the day. (For example, elementary school children who speak only Spanish; high school students who speak Chinese and some English; elementary school children who speak English but with a strong minority dialect; high school students who are bi-lingual, but with much stronger Spanish than English;) San Francisco, with its large number of immigrants of highly diverse backgrounds, has a particular need for such specialized approaches in its public schools.

Development of an educational park must be supplemented by creative use of curriculum and teachers. Integration at the staff level is as important as it is in school enrollment. In San Francisco predominantly white schools have the least number of minority teachers and the highest percentage of experienced instructors. Yet the minority student often presents the greatest challenge to and need for well qualified teachers.

Changes in Community Attitudes: Segregation in San Francisco Schools can be eliminated permanently and effectively only with the curtailment of housing and employment discrimination. The first restricts residential choice to a few, poor areas of the city; the second denies the minority person a means of escaping from the ghetto. Planned integration of schools, especially by busing, has raised strong objection from many community members. Their opposition is based primarily on a fear that the quality of education in "good" schools will be undermined by the admission of disadvantaged students. Curriculum planning and special teacher training would minimize this possibility. Careful selection of sites for new schools and a united city-wide effort to open the job and housing markets to minority persons would be major steps toward the elimination of racial imbalance in the schools.

#### 4. Health

##### Description of Problems - Health

Statistically, the Mission Model Neighborhood Area does not contain the City's most concentrated and intensive health problems. A comparison of 1960 data, done by the Economic Opportunity Council for a portion of the Mission area, showed a relatively favourable position. There were 16 infant deaths per 1,000 live births in the Mission, compared with 23 per 1,000 as a City average. The Mission's tuberculosis rate of 1 per 1,000 population was somewhat higher than the City average of .7, but the Mission area's venereal disease rate of 4 per 1,000 was lower than the City average of 5.

Statistics, however, can mask real problems of real people and of groups within the total population. The Mission area is highly diverse, economically as well as socially. Its residents include many families and individuals with incomes inadequate to meet their health needs independently. And, since it is an area of high mobility and in-migration, many of its residents' health problems go unreported.

For example, the American Indian population of the Mission area faces particular health problems. The Health Screening and Treatment program of the Mission Economic Opportunity Council has worked with Indian families recently arrived from reservations. Their health problems include malnutrition, severe need for dental work, back injuries, and eye problems. Many families had allowed their health cards issued by the Bureau of Indian Affairs to expire, and some local doctors would not accept the Health Cards even when valid because of the difficulty of collecting fees.

Health problems associated with poverty can be expected to increase in the Mission, as in-migration to the area intensifies. This is particularly true in the light of liberalized immigration regulations. Public health officials report a chronically high incidence of tuberculosis among Chinese immigrants from Hong Kong, and increasing numbers of these immigrants are either moving from overcrowded Chinatown or coming directly to the Mission District.

Statistics cannot fully describe the health difficulties faced by low-income families. Extended or recurring illnesses limit the already marginal capacity of those employed, take a greater toll on meager family incomes,

and reduce job options open to unemployed residents. These problems are reinforced in that unemployment and underemployment make it impossible to purchase anything like a full range of health services. Health problems of children inhibit their achievement in school. The mass of health difficulties facing poor families can further weaken sometimes tenuous family structures.

In 1960 there were 6,785 persons aged 65 and over living in the Mission District. Elderly people are almost always faced with the dual problem of increasing health problems and decreasing incomes. The recently enacted Medi-Care and Medi-Cal medical insurance programs have greatly reduced financial problems of the elderly in meeting their health needs. However, there are other problems associated with age that have a particular bearing on health. Older people generally live alone and have difficulty obtaining transportation. Many are often unaware of the services that are available, and a special effort is needed to reach them and inform them of how they can obtain help.

Mental health is typically a severe problem in poverty areas. The very real difficulties of low incomes, poor health, unemployment, and chronic failure to succeed by society's current standards often produce or reinforce irrational attitudes and behavior. Difficulties in meeting day-to-day survival needs also generally take precedence over identifying, understanding, and dealing with problems of mental health. The poor themselves, and those involved in serving them, are equally preoccupied in meeting crises and in treating symptoms rather than in identifying and dealing with causes. In many cases if an individual understands the factors involved in his problems, he would be able to overcome them. In other instances thoughtful, although not necessarily professional counseling would help greatly.

#### Reinforcing Factors - Health

The lack of adequate education often prevents residents from identifying or understanding their health problems. Poorly educated persons are also most likely to be unaware of proper nutrition, health care, sanitation, and personal hygiene practices.

Many doctors and dentists are unwilling to accept low-income patients. Even now that the Medi-Care and Medi-Cal insurance programs cover expenses for the medically indigent and the elderly, many doctors refuse

to see patients using these plans, because of their opposition to federal medical insurance or because of their unwillingness to do the necessary paperwork.

#### Present Efforts to Overcome Problems - Health

The San Francisco public health system is well developed, compared with other major cities, and major facilities are relatively accessible to Mission residents.

The San Francisco General Hospital, on the eastern edge of the Mission District, is operated by the City and County of San Francisco. A new hospital complex is now under construction. It is primarily responsible for acute medical and surgical care for medically indigent residents, although its facilities are available to all City residents. Its facilities include a hospital for post-acute and chronically ill patients, psychiatric service, an out-patient clinic, and a center for home medical services. General Hospital is in effect a medical center in itself. It contains a full range of diagnostic and treatment services required by a wide variety of medical and surgical specialties. Its teaching and research activities in related disciplines enrich and improve patient care.

The Department of Public Health also provides 24-hour per day emergency service at five Emergency Hospitals in the City, including ambulance service. Any person in the City stricken by illness or accident is assured of prompt, competent medical attention at any hour, regardless of his ability to pay. The Emergency Hospital in the Mission area has full-time ambulance service, but emergency medical services are provided at nearby San Francisco General Hospital.

The Public Health Department provides a number of preventive services to the people of the area through the District Health Center No. 1, 3850 17th Street. These services include:

1. Well Baby Clinics. There are five clinics each week: three at the Health Center, one at Trinity Presbyterian Church, 23rd and Capp, and one at the Potrero Neighborhood House. Approximately 150 children are seen weekly.
2. Immunization Clinics. There are two each month at the Health Center, serving approximately 300 children each session.
3. Family Planning and Cancer Screening (Cervical Cancer) Clinics. Two clinics each week at the Health Center.

4. Dental Clinics. For children under nine years old who do not have private dental care.
5. Screening Programs. In clinics and schools, including Tuberculin testing and vision and hearing testing.
6. Public Health Nursing. Public Health nurses visit homes, work in clinics and serve in the schools. Approximately 40 percent of the nurse's time is spent in School Health Programs in both public and parochial schools.
7. Health Inspectors. Responsible for food and water control and complaint investigation.
8. Health Education. A Health Educator works with the community and the Health Center staff.
9. Mental Health Consultant. A psychiatrist and psychiatric social worker are consultants to the staff and community and also give some direct services.

Other preventive medical services are available through the Central Health Department Office. These include diagnosis and treatment for tuberculosis and venereal disease. Other health agencies operating in the Mission area are the Visiting Nurses Association, San Francisco Homemaker Service (limited to the chronically ill for only four hours per day), and the Family Service Agency. It is necessary to leave the area to obtain services of the Planned Parenthood Association.

The Mission District will contain the City's first comprehensive Neighborhood Health Center, funded through the Economic Opportunity Council. It will provide curative, preventive, and health education programs within an organizational structure emphasizing total patient care rather than the traditional fragmentation of services. Health treatment and services will be provided in a manner socially and culturally meaningful to each of the distinct groups within the community. High quality, personalized, continuous family-centered care will be provided through health teams consisting of a pediatrician, a general practitioner or internist, a dentist, an obstetrician-gynecologist, social worker, and a Public Health Nurse. Four neighborhood health aides will bridge the cultural and language gap between the professional staff and the community. A full range of consultant specialists will be available, and their services will be coordinated by the family physician. Arrangements for hospitalization and for specialized diagnostic and out-patient treatment which cannot be handled within the Health Center will be arranged by the team physician in the hospitals of San

Francisco which have agreed to participate in the care of these patients.

A health team consisting of a public health nurse coordinator, a registered nurse, a social worker, a steno-clerk, and three neighborhood health workers was established in the Mission area under EOC in 1966. Each member of this team is bi-lingual. The team provides initial screening examinations through private doctors in the Mission area and makes referrals and provides follow-up service as necessary. They insure that the patient has baby-sitters, transportation, ambulance service, interpreters, bus fare, or taxi fare if needed. This team will be integrated into the Mission Neighborhood Health Center.

In spite of these facilities and services, many Mission residents have difficulty in obtaining the health services they need. Mothers of young children often do not seek medical aid because of the difficulty in arranging for child care during their appointments. This problem is directly related to the broader need for more child care facilities in the Mission.

Probably the most urgent health problem confronting the Mission area is the need for more complete information. In a highly mobile area with many non-English speaking residents, it is extremely difficult to know the extent and severity of personal health problems. A program of training local residents to survey their communities for health problems and to discuss with their neighbors how they can obtain help would be of great aid in seeking out presently undetected difficulties. It would also provide a source of employment for Mission residents, and help to break down barriers of suspicion that many residents have for health care institutions.

SELECTED MORTALITY, NATALITY AND MORBIDITY FOR HEALTH DISTRICTS,  
SAN FRANCISCO 1966

	HEALTH DISTRICTS						District not Reported
	All San Francisco	Eureka- Mission	Westside	Southern	Northeast	Sunset- Richmond	
ESTIMATED POPULATION 7-1-66	740,200	139,500	161,200	149,700	111,600	178,200	-----
Total Deaths	9,762	1,650	1,940	1,377	2,391	2,314	90
Rate per 1,000 population	13.2	11.8	12.0	9.2	21.4	13.0	--
Infant Deaths	277	65	61	72	27	51	1
Rate per 1,000 live births	24.7	23.9	24.6	28.6	24.7	22.3	-
Fetal Deaths	169	48	44	40	15	21	1
Ratio per 1,000 live births	15.1	17.6	17.7	15.9	13.7	9.2	-
Total Births	11,223	2,724	2,480	2,521	1,092	2,291	115
Rate per 1,000 population	15.2	19.5	15.4	16.8	9.8	12.9	-
Low Weight Births	1,063	239	294	254	94	172	10
Rate per 1,000 live births	94.7	87.7	118.5	100.8	86.1	75.1	-
Tuberculosis	419	78	78	71	128	55	9
Rate per 100,000 population	56.6	55.9	48.4	47.4	114.7	30.9	-
Venereal Disease	8,498	1,155	3,010	1,128	1,938	271	996
Rate per 100,000 population	1148.1	828.0	1867.2	753.5	1736.6	152.1	-

Source: San Francisco Department of Public Health, Statistical Report, 1966.

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Required Change in Conditions

Institutional Changes: Extensive health care services and facilities are available to Mission residents, but gaps in communication and knowledge, as well as problems of low incomes and transportation, prevent their being used as fully and effectively as they might be. Certain institutional changes in the health care delivery system are required to close these gaps.

The 1964 report by the San Francisco Hospital Conference, Health Care for San Francisco, Master Plan for the Hospital System Operated by the City and County, emphasized the importance of patient-centered service, relative to the educational and research functions which also should be performed by major medical institutions. The report discussed the idea of "progressive patient care" in hospitals, in which the total range of hospital services are directed toward the patient, who makes use of the varying services during different times of his life. This concept emphasizes the importance of central record keeping, follow-up through out-patient care, and greater coordination among various hospital departments.

The idea of comprehensive patient-centered care has gained wide acceptance in medical circles, and it is fundamental to the program of the Neighborhood Health Center to be established in the Mission. But the fact remains that records and services for three main health functions - public health, hospital care, and private medical and dental care - remain fragmented and unrelated to one another. As a result, full knowledge about a person's medical history that would most likely bear upon present problems is not readily available to his current physician.

The problem of fragmented information and services is especially significant in low-income neighborhoods with low educational levels and language barriers, such as the Mission Model Neighborhood Area. Here, patients at one institution are likely to be unaware of the nature of other previous or current problems and treatments handled through another doctor or agency. There is also likely to be a reluctance on the part of the individual to provide information on his medical history.

Public health agencies, including the San Francisco Department of Public Health, are experimenting with new divisions of responsibilities to achieve a closer realization of patient and family-centered medical care. The recent transfer of certain duties previously done only by the doctor to the public health nurse in child health programs is an example of this approach.

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The Neighborhood Health Center is the logical focal point for patient and family-centered medical care, particularly for low-income residents, who often have difficulty in obtaining private medical services. The public health nurse or visiting nurse working out of the health center can provide a valuable source of information and communication for local residents. In her visits to homes in the area, she can obtain information about underlying causes of physical and mental problems and about health problems faced by other family members. She can also act as a bridge of communication between low-income residents and the medical staff of the health center and the hospital.

In order to perform this more active role of seeking out problems and their causes, the nurse will need the assistance of other community residents. Various cities have experimented very successfully with the use of neighborhood residents trained as sub-professional medical aides, to work with nurses and doctors in obtaining better information and understanding of residents' medical and related personal problems. This function could be especially useful in the Mission area, with its diverse language problems.

A comprehensive health survey, using sub-professional aides to assist physicians and nurses, would be an important first step in establishing the Neighborhood Health Center as the focal point for patient and family-centered medical care. The center would serve as the repository for complete medical records, and it would provide referral services to patients for a range of types of medical care, including hospital, mental health, and dental work. The health center would be able to assure adequate follow-up for each patient through a systematic program of home visits.

Changes in Community Attitudes: It has become increasingly apparent from research studies that people can suffer from a poverty of education, information, and motivation as well as financial deprivation, with respect to health problems. In order to receive adequate care, all of these problems must be considered and overcome. Many residents fail to use available services because they are not or cannot become informed of existing programs. In some cases the problem is simply indifference. Many low-income and elderly families and individuals are not aware that services exist and that they are, in fact, eligible to receive the benefits.

This problem suggests the need for a change in the present method of disseminating information. Both new communication devices and the cooperation of various

social service agencies in the City might be utilized in an improved communication program. The suggested use of neighborhood residents as medical aides in a community survey would help to provide information to residents about services and facilities available, in addition to providing a source of information to the health center about medical problems.

Changes in Availability of Services and Facilities:

The Mission District is relatively well-off in the availability of medical facilities to residents, since it contains the San Francisco General Hospital and the District I Health Center of the Department of Public Health. However, there is an apparent need for more small, dispersed facilities, especially for mothers and their young children, who have difficulty in traveling outside the immediate neighborhood. For example, additional local child care centers would enable more mothers to leave their children while they obtain medical services.

5. Employment/Economic Development

1960

	San Francisco	Mission Model Neighborhood Area
Males in Labor Force	211,765	14,564
Percent Unemployed	6.7%	9.5%
Females in Labor Force	141,722	8,670
Percent Unemployed	5.4%	9.0%

Description of Problems - Employment/Economic Development

Unemployment and Low Incomes: Unemployment, underemployment, and low incomes continue to be the central problems of the Mission Model Neighborhood Area, underlying other concerns such as poor housing, physical deterioration, and need for social services.

Mission is a high unemployment community within a region where unemployment is high relative to the country as a whole. A 1966 study by the U.S. Department of Labor indicated that the San Francisco-Oakland Metropolitan Area has the highest unemployment rate (5.8 percent) of any of the 15 largest metropolitan areas in the country. A "slum sub-employment" component of this study focused on the Mission-Fillmore district of San Francisco, which had an unemployment rate of 11 percent. Twenty percent of those unemployed had been out of work for six months or more. The unemployment rate for teenagers in Mission-Fillmore was nearly 36 percent. Seven percent of those working full-time were earning less than \$60 per week (the equivalent of \$3,000 per year), and the median family income was only \$4,208, compared with a national figure of \$6,300.

Within the smaller Mission District, as defined for the Model Cities Program, these rates were probably somewhat lower than in the Fillmore District. The Mission contains relatively fewer blacks, who have generally higher unemployment rates and lower income levels than the population groups dominant in the Mission. Nevertheless, the 1960 unemployment rate in the Mission was about 9 percent, well above the

City average, which was itself high that year - 6.7 percent for males and 5.4 percent for females.

In 1960 there were 2,575 families in the Mission District with annual incomes below the poverty level of \$3,000. This represented 20 percent of all the area's nearly 12,800 families. More than 75 percent of the Mission families with Spanish surnames had incomes at or below the poverty level.

In contrast, between 1950 and 1960 the city-wide proportion of families in low-income brackets decreased and the percentage of those in upper groups increased dramatically. The City's over-all per capita income estimated at \$4,676 in 1966, remained the highest of the nine counties in the region.

INCOME DISTRIBUTION OF FAMILIES  
SAN FRANCISCO COUNTY  
1950 and 1960

Income	Number of Families		Percent Change
	1950	1960	
\$ 0- 999	16,060	5,795	-64%
1,000-1,999	14,650	8,403	-43%
2,000-2,999	27,420	10,313	-62%
3,000-3,999	39,320	13,800	-65%
4,000-4,999	29,190	17,350	-41%
5,000-5,999	21,190	20,657	- 5%
6,000-6,999	14,760	20,492	+39%
7,000-9,999	16,565	44,045	+166%
10,000 and over	9,270	41,172	+344%
Total	202,440	182,027	-10%

This disparity in jobs and income relates to the changing economic character of San Francisco. The City is becoming more of an administrative, shopping, and entertainment capital for all of Northern California, and less a center for manufacturing. Industrial firms have been moving out of the City, and many have decreased total employment by automating jobs previously done by low-skill workers. Between 1958 and 1964 total employment in the City increased by about 20,000. Employment in manufacturing, however, declined by more than 6,000 -- from 70,000 in 1958 to 63,700 in 1964. Categories of employment which increased during this period were Finance-Insurance-Real Estate, Services, and Government. These categories have a much higher proportion of jobs requiring high skill levels and professional training than do manufacturing industries.

COMPOSITION OF EMPLOYMENT IN SAN FRANCISCO  
JULY 1958 AND JULY 1964

SECTOR	1958		1964	
	NUMBER	%	NUMBER	%
Contract Construction	21,100	4.5	22,300	4.6
Manufacturing	70,000	15.0	63,700	13.2
Transportation Communication, and Public Utilities	55,200	11.8	51,500	10.7
Trade (Wholesale & Retail)	116,700	25.1	112,500	23.3
Finance, Insurance, and Real Estate	46,700	10.0	55,800	11.5
Services	89,000	19.1	99,900	20.7
Government	66,400	14.2	75,700	15.7
Others	1,200	.3	800	.2
	466,300	100.0	482,200	100.0

Thus the City is offering more job opportunities for teachers, computer programmers, business executives, and doctors, but fewer jobs for assembly line workers and unskilled laborers. In the Mission Model Neighborhood Area, where skill levels and years of school completed are relatively low, this has produced high unemployment and low incomes. And the increasing influx of new migrants from abroad and rural parts of the United States - many of whom have little formal training - has compounded the problem.

This trend is expected to continue as San Francisco becomes more specialized in its financial, commercial, and service functions with respect to the Bay Area and the Nation as a whole. The Bay Area Simulation Study was started at the University of California's Center for Real Estate and Urban Economics in 1962. Its major purposes were to analyze the probable impact of changes in employment and transportation upon future land use and to project future patterns of urban growth in the nine-county Bay Area. The study report, Jobs, People, and Land, published in 1968, indicates that manufacturing and wholesaling employment is expected to grow much more slowly than service employment or total employment between 1965 and the year 2000, in both San Francisco and the entire Bay Area.

PROJECTED EMPLOYMENT FOR SAN FRANCISCO AND THE BAY AREA\*

	1965	1970	1980	1990	2000
<u>Manufacturing and Wholesaling Employment</u>					
San Francisco County	105,582	118,548	131,747	143,430	157,058
Bay Area	411,754	469,870	566,354	666,471	774,060
<u>Service Employment</u>					
San Francisco County	222,826	254,378	315,255	381,166	456,562
Bay Area	643,849	752,567	972,383	1,221,464	1,507,438
<u>Total Employment</u>					
San Francisco County	532,832	593,593	708,258	828,358	968,177
Bay Area	1,701,187	1,940,003	2,421,893	2,940,454	3,544,598

Source: Jobs, People and Land, Bay Area Simulation Study, Center for Real Estate and Urban Economics, University of California, Berkeley, 1968.

\*Includes Marin, Sonoma, Napa, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and San Francisco Counties.

A 1965 study by the San Francisco Department of City Planning compared the types of jobs held by Mission residents in 1960 with those held in the City as a whole. The results indicated a considerably lower skill level in the Mission. An if current economic and industrial trends continue, the gap between skills and jobs available will become wider, leading to more unemployment and even lower relative income levels, unless corrective steps are taken. In the following table, Inner Mission is generally that portion of the Model Cities area west of South Van Ness Avenue, and East Mission is the portion to the east.

Percentage of Workers in Employment Categories, 1960

<u>Category</u>	<u>Inner Mission</u>	<u>East Mission</u>	<u>City</u>
Managerial, Proprietary, Professional, Technical	12%	9%	23%
Craftsmen, Foremen, Skilled Workers	36%	42%	23%
Clerical, Sales	28%	25%	34%
Service	15%	14%	13%
Domestics, Laborers	10%	11%	7%

Source: U.S Census, 1960

Industrial Development: The growth of industry in outlying areas and some withdrawal of manufacturing establishments from the City have weakened San Francisco's relative position in manufacturing. It also appears that manufacturing in the City is becoming somewhat more specialized than that of the Bay Area. Much of it is in long-established food processing plants; corporate offices which are classified as manufacturing employment; and printing and apparel, which rely on proximity to central locations, inexpensive space, and relatively low-wage employees.

Within the Mission Model Neighborhood Area there has been outward movement of some older industrial firms, because of high land costs, expansion needs, poor transportation for employees and freight, lack of

adequate off-street parking and loading, and congestion. Most of the community's industry is north of 20th Street, centering primarily along the rail spur on Harrison Street. Some sites here are vacant or underused, but this continues to be one of the strongest industrial areas in the City, where many large firms maintain operations.

Mission industrial areas will probably continue to be attractive mainly to industries which rely on proximity to a central area, such as printing, or others requiring older, inexpensive structures, such as new incubator-type establishments, and the labor-intensive industries such as garment manufacturing. The City itself will probably not attract new aero-space industries, which generally seek large tracts of land in outlying areas. It now contains relatively little of this type of activity, although the Bay Area itself has experienced great growth in this field, especially in Santa Clara County. Aerospace industries offer great potential for rapid economic and population growth in a community, but they are also subject to rapid decline with technological and political changes.

There may be some potential for attracting new firms to the industrial sections of the Mission District, through promotional activities and programs of assistance. An advantage of this type of development is that the types of plants most likely to be attracted to the Mission area, small incubator or labor-intensive industries, are those that would tend to offer the highest proportion of jobs to Mission residents.

Commercial Development: Mission Street is the most important commercial center in the City, outside of downtown. It contains the Model Neighborhood Area's main shopping and service establishments. Twenty-Fourth Street is a secondary commercial area. Many of these stores offer special goods and services to the Spanish-surname population of Mission and to other recently migrated groups.

These areas confront problems common to most older commercial strips - too much dispersion to function effectively as a shopping unit, inadequate off-street parking and loading, congestion, and unattractive exterior and interior building design. Like other areas, they have been adversely affected by trends toward fewer, but larger, stores relying upon customers arriving by private automobile, especially as in new suburban shopping centers.



The Recent Rapid Transit Corridor Study indicated that the opening of the two BART stations under Mission Street will have an even greater adverse effect on existing stores in the Mission District. However, owners of these businesses have provided an important source of community leadership. Residents generally have a sense of loyalty to the older shops in the community, and they may decide not to shop downtown instead, even though it becomes more convenient to do so.

With rising land costs and increased volumes of pedestrian traffic through the area with the opening of the BART stations, there will nevertheless be great pressures placed on owners of commercial land, especially along Mission Street. It is likely that many existing businesses, especially the smaller ones, will be replaced by establishments that can more easily afford higher rents in new commercial buildings. In developing a Model Cities Program, it will be essential to assure that new commercial firms, as well as existing ones, offer maximum opportunities for jobs and services to present residents and provide maximum investment opportunities for merchants already in the Mission.

ESTIMATED CHANGES IN SHOPPER GOODS INVENTORY  
MISSION STREET: 1965-85

	<u>1965-70</u>	<u>1971-75</u>	<u>1976-80</u>	<u>1981-85</u>	<u>1965-85</u>
	(expressed in sq. feet)				
Apparel	+14,700	+40,000	+18,300	+21,700	+94,700
General Merchandise	+ 7,400	+49,100	+56,300	+74,600	+187,400
Home Furnishings	-140,400	-51,500	-22,900	-19,900	-234,700
Other	+22,500	+12,000	+14,000	+16,000	+64,500
	-95,800	+49,600	+65,700	+92,400	+111,900

Source: Economic Analysis, Rapid Transit Corridor Study Area, Development Research Associates, 1967.

Reinforcing Factors of Problems - Employment/Economic Development

Inadequate preparation for today's job market is clearly the barrier to many Mission residents that produces the

area's high unemployment levels and low incomes. In 1960, nearly 26 percent of Mission residents 25 years and older had less than eight years' education, compared with about 17 percent city-wide.

The area contained nearly 35 percent of the City's Mexican-born population and 8 percent of the total population born outside the United States. Many immigrants do not speak English, which nearly always excludes them from the job market. With recently liberalized restrictions affecting immigrants from Latin America and Asia, the number of non-English-speaking new residents in the Mission can be expected to continue to rise.

The delivery system of services to assist unemployed people to find work, and to assure decent incomes for people who cannot work, is inadequate. Today's welfare programs are generally bound up in regulations and inspections, which are especially alienating and disturbing to recent immigrants with language problems. Consequently, many Mission residents with severe economic and social problems do not seek or accept the services they are entitled to.

The tendency of Mission area residents to be unaware of and ill-equipped to take advantage of traditional job-placement machinery has reinforced problems of unemployment. Entry level standards in industry generally have responded to the rising educational level of the larger employment community. Consequently, entry level standards in many cases have been set at an artificially high level, and industry testing and screening devices often bear only nominal relationship to skills actually required.

Traditional placement services reinforce the situation by tending to reflect employer attitudes and viewpoints, and they frequently view their client as industry rather than the unemployed. Ineffective communication between the job applicant and the placement office is reinforced because of the educational, skill or language handicap of the client.

The lack of an adequate income is in itself a negative reinforcing factor to gainful employment. Often youngsters are required to quit school and become early partial breadwinners, pooling small pay in a larger family. This situation not only precludes a proper basic education, but it also precludes an extended training period at a later date. Likewise, the opportunity to enter a small business development program is precluded by the continuous need to consume necessities

rather than save for investment in a risk venture. The requirement that a person forego income for even a short period of time for education, training, or business development is a requirement which few Mission residents can afford.

Present Efforts to Overcome Problems - Employment/  
Economic Development

The portion of the Mission District designated as a Model Neighborhood Area is included in the Mission target area designated by the Economic Opportunity Council of San Francisco, the local agency for administering the federally assisted War on Poverty program.

The emphasis of most of the EOC programs in the Mission area is on job training, development, and placement, including the following:

Mission Area Community Action Program

This is the community organization for the Mission target area within the Economic Opportunity Council. The local program is planned and administered out of one main area office and three district offices in the target area. The purposes of the Community Action Program are to provide community organization services; to inform, encourage and mobilize poverty stricken residents into carrying out self-help activities; to provide a means for residents to influence existing programs of community agencies; and to provide intake-referral and follow-up services which can reach poverty-stricken residents and help them to use community services. A specialist in job development was recently added to the central office staff, to give greater emphasis to this aspect of the program.

Adult Opportunity Center

The purpose of the Adult Opportunity Center is to extend the services offered by the California State Employment Service directly to disadvantaged adults in the five EOC target areas: Mission, Bayview-Hunters Point, Central City, Western Addition, and Chinatown-North Beach. The center provides direct job placement, job development, vocational and motivational counseling, occupational testing, and opportunities for occupational training under the Manpower Development and Training Act of 1962, or under other provisions. The center's programs are

funded by the Bureau of Employment Security in the U.S. Department of Labor, rather than through the War on Poverty program. However, these programs are directly related to the EOC effort.

Youth Opportunity Center: This is a similar program conducted by the California State Employment Service, directed toward helping young people in the EOC areas to prepare for the obtain jobs. The Youth Opportunity Center also maintains close ties with school officials and other youth organizations.

Job Development: Urban League: The Bay Area Urban League, Inc., is providing special job services in the five EOC target areas. These services include developing immediate employment and sub-professional jobs and internships in private and public service agencies as well as private business organizations. The League works with labor, civil service, and job placement agencies.

Police-Community Relations: This project helps to reduce employment barriers for persons in the Mission area with current or previous police records. One police officer, assigned to special work with the Mission EOC office, serves as liaison between community groups and the Police Department. He works with school officials and employers, as well as with persons with police records, to promote mutual understanding.

Community Action for the Urbanized American Indian: This project provides special services and facilities in the office of the American Indian Center. It serves all members of the American Indian community of San Francisco, with particular concentration on the Mission area, which has the greatest number of American Indian residents. The American Indian remains the ethnic group with the lowest family income and the highest unemployment rate in California. This program is designed to help Indian families in coping with the problems of relocating and adjusting to urban life. Special intake and referral services for employment and vocational training are provided.

Operating Opportunity: Mission Rebels: This is an indigenous organization directed toward serving all Mission area youth, but especially teenagers from low-income families who are not affiliated with any other organizations.

The Rebels and the agency staff have their own community center and have conducted a very active program since

their formation - including job placement; work with school counselors; special classes in drafting, auto mechanics, sewing, and karate; work with labor and management representatives; foster home placements; street fairs; dances; and other recreation activities. The organization is set up so that the young people themselves plan and carry out the programs. Each paid staff person has a youth assigned to learning his job. In two years of operation, out of 160 high school dropouts contacted, 157 have returned to school, and more than 600 youth and adults have been placed on jobs, including about 60 with arrest records.

Horizons Unlimited: This project encourages high school students to stay in school or return there if they have dropped out; assists young people in setting and attaining occupational goals; and develops leadership among young people to aid low-income residents of the Mission district in community improvement. The delegate agency for the program is the Organization for Business, Education, and Community Advancement. Its activities include arranging employment internships for young people, providing counseling on social and health problems as well as jobs, conducting recreational and money-raising programs, and working with schools and other community organizations to gain mutual understanding.

In addition to these EOC programs within the Mission area, the Butchertown project in the Bayview-Hunters Point community to the southeast could be another source of new jobs for Mission residents. As a result of requests from residents of Bayview-Hunters Point, leaders of labor and industry, the Chamber of Commerce, and from City officials, the U.S. Department of Housing and Urban Development has made funds available to the San Francisco Redevelopment Agency to prepare an industrial development plan for the 122-acre Butchertown area. The Redevelopment Agency will work to generate jobs for the unemployed and underemployed, especially for those in the Bayview-Hunters Point area. The U.S. Economic Development Administration has also made \$100,000 available for preparation of a plan for the area.

#### Required Changes in Conditions - Employment/Economic Development

General Concept: A major emphasis of the Model Cities Program in the Mission Model Neighborhood Area must be on jobs - providing more of them, preparing residents to take advantage of employment opportunities, and attacking the underlying causes of unemployment such

as poor education and language barriers.

At the same time, it must be recognized that an effective job development program, or even the attainment of the goal of full employment, would not solve the problem of low-incomes in the Mission District. There are many people living here who cannot work, but who have no other adequate source of financial support. These include the elderly, single women with young children, and the handicapped. Welfare payments for people in these dependent groups are low and accompanied by burdensome regulations and inspections which discourage many people from seeking the help they need.

It is likely that problems of chronic or temporary unemployment will increase even for well-trained workers with years of experience, as the mobility of industry increases. When a man in mid-career finds his job gone because the plant has left town or automated, he faces an extended period of unemployment, whether or not he elects to train himself for new work.

Manpower Training: There is a great need for the establishment of economic planning units which will focus upon assimilating the City's under- and unemployed. The ordinary processes of economic change have effectively disenfranchised a substantial segment of the Mission area's population, and for them these are depression years. While a start has been made in a number of areas in manpower training and job development, the dimensions are only now becoming clear. A master plan and strategy is needed which defines the interrelationship between the City's economic development and its unused and underused labor force. Major planning efforts must be directed toward analyzing the potential of non-manufacturing sectors of the economy and the changes occurring in the low and intermediate skill levels of the manufacturing sector.

In general, manpower training programs need to be expanded. Likewise, the funding level will have to be greatly increased. A number of specific changes in current programs should also be made. Programs must de-emphasize or even delete poverty level jobs for which there is little incentive. Intensive remedial education should become an integral part of the vocational training component, and Manpower Training and Development Act funding levels should be raised to

reflect this. Training and job openings must be more definitely planned to achieve more immediate placement after training. Financial incentives need to be increased to both employers (for on-the-job training programs) and to trainees (to enter and complete available training programs).

Many jobs are now available to disadvantaged Mission residents, including skilled and unskilled, professional and sub-professional. They go unfilled, however, because there is no easy means of communicating information on jobs to individuals, especially when there are language barriers involved. The potential for management participation by residents, especially in the service employment sector which offers much growth potential, has not yet been tapped. A joint effort by major industries, businesses, and community organizations to explore the possibility of a management apprenticeship program, especially for young people, should be explored.

Industrial Development: San Francisco does not contain large tracts of vacant or underused industrial land, and it is doubtful that there exists in the City a great potential for new growth in manufacturing. There are, nevertheless, opportunities to attract and retain certain kinds of industries which would benefit by locations in or near the Mission's industrial areas, and which in turn would offer jobs to Mission residents. These include, in particular, the small beginning "incubator" industries, which do not require large or prime industrial space in new buildings but which do benefit by centrality and a nearby labor supply.

A program to encourage industrial development in the Mission and other older inner city area should be considered. It might be that an agency of City government could organize and direct this effort, in conjunction with business and industrial organizations. Special emphasis could be given to encouraging firms considering a move out of the City to stay, by providing help in obtaining additional land, off-street parking, and augmented municipal services.

Small Business Development: The shortage of local residents' equity in small businesses in the Mission area suggests a major planning emphasis in the direction of small business development. There is a particular potential for an increasing number of small service firms, and for shops reflecting the history and ethnic diversity of the area, which would attract visitors as well as local customers. Market analysis of specific

potential is beyond the present capacity of most local entrepreneurs, and planning programs will have to take this into account. In addition, financing and credit are difficult for Mission residents to obtain, and new approaches to the financing of small businesses are needed.

Community Attitude Changes Required: Discrimination in employment affects residents of the Mission area, particularly those who are members of racial minorities. Such discrimination may be subtle and defy regulation by law.

Large manufacturing firms with government contracts are required to resist discriminatory practices, and most San Francisco employers practice non-discrimination openly.

Nonetheless, at the management level it will be important for all firms, manufacturing and non-manufacturing, to review their management training programs to insure adequate minority participation, including representation of the Spanish-surname population. Below the management level, all union practices in apprenticeship programs should be thoroughly reviewed.



6. Social Services/Welfare/Income Maintenance

	1960	
	San Francisco	Mission Model Neighborhood Area
Number of Families	182,027	12,785
Percent with Incomes Less than \$3,000	13.5%	20.1%

Description of Problems - Social Services/Welfare/Income Maintenance

The need for social services and income maintenance in the Mission Model Neighborhood Area is indicated to some extent by the area's current share of welfare recipients. In 1964, 7 percent of the families in the Mission area were receiving Aid to Families with Dependent Children funds, compared with 3 percent of the families in the total City. In that same year, 20 percent of the persons aged 65 and over were receiving Old Age Assistance payments, compared with 13 percent City-wide.

As in the case of health care needs, the real scope and nature of social service requirements in the Mission District cannot be shown through statistics alone. About 45 percent of the Mission residents are Spanish-surnamed, including many who cannot speak English. There are many other non-English speaking residents of the area, including an increasing number of Asian and Latin American immigrants. Mobility is high, and many people with severe welfare needs may enter and leave the area without the social service agencies learning of their needs. In the Mission, even the most comprehensive system of social service will fail to deal with problems effectively unless the gap in communications is closed.

The eastern portion of the Mission area contains the greatest number of children and the greatest share of Spanish-surname residents. Here, the social service needs are for English language classes, child care centers, and park and recreation programs. Income maintenance programs needed are primarily those intended to provide temporary support during times of unemployment, to relate to job training programs, and to aid dependent children.

The western portion of the area includes a heavy concentration of senior citizens who live on very low and fixed incomes. Their social service needs are much different from those of low-income younger families. They require permanent income support, health care for long-term or chronic illness, daytime leisure time activities, and social centers.

A central concern for social services in the Mission area is lack of adequate information about the nature and intensity of needs and problems, in large part because of the heterogeneity and mobility of the population. This problem is related in turn to the failure to provide a delivery system for social services that will deal with residents' needs in the language that they understand and in terms they will accept.

Recent studies suggest that social service agencies in most American communities have failed to make services relevant to the lives of the people for whom they were intended. A second shortcoming is the fragmentation of efforts which places the burden on the consumer to pick his way through the array to try to find the one service which is most appropriate to his needs. These problems apply, at least in part, to the Mission Model Neighborhood Area. A major function of the Mission office of the Economic Opportunity Council, through its Community Action Program, has been to provide a single place where residents can be referred to the service they need. The program also seeks to direct related agencies toward unmet needs and toward changes in programs that will make them more relevant to Mission residents.

Even with a single intake and referral office, the problem of dispersal of services still reduces their effectiveness. During the single month of June 1968 the Mission EOC office referred clients to 27 different public and private agencies to obtain the help they needed. Some of these agencies, such as the Department of Social Services and the Adult Opportunity Center, have staff assigned to the Mission EOC office. However, in most cases the person referred had to make a second trip to the serving agency. It would not be possible to provide all needed direct services in a single location, but the extent to which agencies can assign staff to central locations within neighborhoods will greatly affect the impact of their programs upon the needs of residents.

A fragmented design of social services frustrates the low-income resident because he is not familiar or

comfortable with bureaucratic procedure. He feels a sense of separation from the community at a time when he most needs support, as indicated by his initial request for help. His need for service is usually accompanied by personal disaster or a breakdown in family life, and he will be least able to cope with administrative or transportation difficulties in obtaining that service. Moreover, each agency usually required the individual to fill out long forms of the same information, which frustrates the client and wastes administrative and professional time.

The Department of Social Services of the City and County of San Francisco disburses public assistance funds, including Old Age Security, Aid to Families with Dependent Children, and General Assistance to persons in need who do not qualify for other funds. The department provides vocational services to help people on welfare train for and obtain jobs. To the extent that welfare regulations for recipients who get jobs limit their eligibility for total welfare payments, they may reduce the incentive to obtain permanent employment. Many of the positions that welfare recipients are able to obtain do not pay enough to meet family needs, but the salary may be high enough to eliminate one for welfare assistance. Thus, the motivation to earn or increase income by working is minimized by a one-to-one reduction of welfare allotments. Given the relatively low initial earning capacity of most recipients, the difference between income with and income without a job is often marginal. As a result, the motivation for one to look for and accept a job is often reduced.

There are also many welfare recipients who cannot hold full-time jobs - the disabled, the elderly, mothers of very young children. These factors, together with the problems of unemployment discussed under the Employment/Economic Development section, point to the need for some sort of nation-wide income maintenance program to supplement and perhaps eventually replace traditional forms of welfare payments.

#### Reinforcing Factors of Problems - Social Services/Welfare/Income Maintenance

Housing: The city-wide shortage of housing, together with discrimination against non-white and Spanish-surname minorities, has confined Mission area residents to a relatively small part of the City. As migration of people into the area continues, pressures are exerted

for higher rents. As a result, many Mission area families and individuals, especially those in low-income brackets, must pay a disproportionate share of their incomes for rent. Welfare allotments for housing need to take the high rent factor in San Francisco into account. If not, welfare recipients, especially welfare mothers, will be put at an additional disadvantage in attempting to meet their needs for housing, food and other services.

Industrial Shifts: The number of jobs in manufacturing plants, particularly those requiring low skill levels, is decreasing in San Francisco. Industries have been moving out of the City, and low-skill jobs are being replaced by automated processes. Many of the low-skill jobs that are available are seasonal, requiring an employee to go on welfare to sustain himself and his family during the non-employment period. In other instances, jobs that are available to many residents pay only low wages, are menial, and offer no chance for advancement, and the employee may resign himself instead to the security of welfare checks which provide a subsistence level as high as a low-paying job.

Opportunities for welfare recipients to obtain job training may not be taken because of previous negative experiences with educational programs. Minority group residents may have previously acquired education but still been unable to overcome the burden of job discrimination. In other cases, residents are from rural areas or other cultures in which little value was placed upon education.

#### Present Efforts to Overcome Problems - Social Services/Welfare/Income Maintenance

Economic Opportunity Council: The Mission office of the San Francisco Economic Opportunity Council administers the Community Action Program, designed to organize the poor to help themselves, as well as a number of service activities. Special programs operated at or directly related to the Mission office include the Own Recognizance Bail Project, Police Community Relations, health screening, the Mission English Language Center, Community Action for the Urbanized American Indian, Mission Rebels, and Horizons Unlimited. These and other EOC programs are described elsewhere in this report. The Mission area designated by EOC includes the entire Model Neighborhood area, plus other areas

to the east, west and south.

A major purpose of the federal Office of Economic Opportunity (War on Poverty) program, and of its local administering bodies such as the EOC, has been to involve the poor in planning and carrying out social service programs, rather than continuing to be passive recipients of help from others. This approach is intended to assure programs that are really needed and wanted by local residents, to help low-income people realize their potential effectiveness in dealing with their problems and influencing decisions, and to provide as many jobs as possible for low-income residents. In this sense, the organization and direction of the EOC program is very different from previous social service actions, even though many of the services provided are the same, and even though the EOC relates closely to other welfare and service agencies. Currently, EOC faces crucial shortages of funds that are necessitating cut-backs in some of its vital programs.

The Mission Area Community Action Program is governed by a board of low-income residents of the target area. All the racial and ethnic low-income groups in the area, Spanish-surname, blacks, Filipinos, and American Indians, are represented. Special efforts have been made to attract staff fluent in both English and Spanish, and staff members of the other racial and ethnic backgrounds to work in sub-areas with high concentrations of similar groups.

The community organization staff works with poverty-stricken residents in sub-areas to encourage them to participate in community affairs. Individual interviews, small group meetings neighborhood meetings, and sub-area meetings are held to enable residents to express themselves and experience satisfying accomplishments in community projects.

The intake and referral staff of the EOC office provides individual attention to residents with critical personal or social problems. The primary emphasis is to connect the resident with the agency or organization rendering the needed service and to follow up to see that the person referred did obtain the needed service.

In addition, the intake and referral aides specialize in the various priority services for the whole target area. One aide may receive all housing information

from the community organization staff, including the addresses of vacant housing, housing complaints, needs and services available and will maintain current files on these subjects for use in program planning.

Most of the Mission EOC staff members are residents of the area, and the staff orientation and development are really on-the-job training programs. The long-range goal of staff training is to enable personnel to improve their work skills enough so that they may readily move into the regular market of employment.

Department of Social Services: The Department of Social Services, formerly the Department of Welfare, of the City and County of San Francisco administers public assistance programs, service programs for children, federal financial assistance programs, and other programs such as distribution of food stamps. The Department has three of its major city-wide offices on Mission Street in the northern section of the Model Neighborhood Area, and it is considering purchasing and remodeling another seven-story building nearby.

Staff services have been extended to the Mission office of the Economic Opportunity Center, as well as to the other EOC target areas. Training programs in public welfare services are provided for aides in the EOC offices. Many have later joined the Department of Social Services staff and are now working with the Community Services Division.

SAN FRANCISCO DEPARTMENT OF SOCIAL SERVICES  
CASELOADS, EXPENDITURES, AND SOURCE OF FUNDS  
AND FISCAL YEAR 1966-1967

PUBLIC ASSISTANCE	AVERAGE	TOTAL DISBURSEMENTS	
	RECIPIENTS	% OF	
	PER MONTH	AMOUNT	TOTAL
Old Age Security	13,670	\$17,661,919	29.0
Aid to Families W/Dep. Children	22,951	18,437,769	30.3
Aid to the Blind	672	1,117,599	1.8
Aid to the Disabled	5,866	7,828,635	12.9
Foster Care of Children	2,462	3,951,805	6.5
General Assistance	3,547	3,079,467	5.0
Refugees and Repatriates	-	110,676	.2
Aid to Victims of Crimes of Violence	-	789	-
Sub-Total Assistance		\$ 52,188,659	85.7

(Cont.)

OPERATING COSTS

Public Assistance Programs	\$7,658,240	12.6
Other Welfare Programs	1,023,709	1.7
Sub-Total Operating Costs	8,681,949	14.3
GRAND TOTAL	\$60,870,608	100.0

(A) Adoption Program, Licensing and Supervision of Boarding Homes for Children and Aged, County Demonstration Programs, GA Medical Division Costs, Volunteer Program, Supervision of S.F. State Graduate Students, Work Experience Program, Title V, and Food Stamp Program.

SOURCE: San Francisco Department of Social Services, Annual Report, Fiscal Year, 1966-67.

Other Agencies and Organizations: A wide range of other organizations, both public and private, serve the Mission Model Neighborhood Area. Some groups in the following list are city-wide, while others are directed specifically toward the Mission community.

American Indian Council, Inc.  
Bay Area Social Planning Council  
Mission District Council  
Bay Area Urban League, Inc.  
Big Brothers Inc., of the San Francisco Bay Area  
Camp Fire Girls, Golden Gate Council  
Centro Social Obrero de Construcción  
Columbia Park Boys' Club  
Mission Cooperative Nursery School  
San Francisco Labor Council  
Spanish Speaking Citizens Foundation  
Young Men's Christian Association of San Francisco  
Outer City  
Youth for Service  
Community Service Organization of San Francisco  
Council for Civic Unity of the San Francisco Bay Area  
Family Service Agency of San Francisco  
Golden Gate Neighborhood Centers Assn. Inc.  
International Institute of San Francisco  
Mexican-American Political Association  
Mission Neighborhood Centers, Inc.  
Adult Center  
Neighborhood Development Center  
Part Way House  
San Francisco Community Rehabilitation Workshop

Required Change in Conditions - Social Services/  
Welfare/Income Maintenance

San Francisco has taken important steps toward effective coordination and expansion of social services and welfare programs. Locally, the major needs are to continue efforts to improve and add to present services and to build on present organizations, and to develop improved methods of information gathering and record-keeping, rather than to make basic institutional changes in the delivery system.

The appointment of the first Deputy for Social Programs in the Office of the Mayor in 1966 made possible realistic coordination of the City's social and physical development programs. Social and physical programs which are directly related are considered by the Mayor's Inter-Agency Committee on Urban Renewal. Social programs of the City's health, social services, education, recreation, anti-poverty, personnel, police and human relations agencies were reviewed after the Hunters Point disturbance of 1966.

On the local community level, the work of the Economic Opportunity Council has made important progress toward the major goal of involving the poor in planning for and carrying out programs to alleviate their problems. Local leaders and organizations have participated in the target area programs. There are still gaps in the EOC program - a need for more information, better record-keeping, improved administrative methods and staff training programs, and most important additional funds. However, the EOC structure is a logical and effective one on which to build an improved system of planning and delivering social services.

The need for social services has a particularly close relationship to broader concerns of unemployment, economic change, and job training. The most basic needs in dealing with the City's social problems can only be met at the national level, with comprehensive job development and income maintenance programs that can confront individual problems much more effectively than present piecemeal, cumbersome, fragmented welfare programs.



7. Crime and Delinquency

1960		
	San Francisco	Mission Model Neighborhood Area
Persons Under 18 years old	181,532	13,433
Juvenile Court Cases per 1,000	55	90

Definition of Problems - Crime and Delinquency

Crime, particularly juvenile delinquency, has become an increasingly serious urban problem during the last two decades. While strong family and neighborhood ties in the past held in check many divergent elements within the community, the mobility of the 1940's and 1950's has diminished the effectiveness of both the family and the neighborhood in shaping behavior. In addition, racial segregation, unemployment, underemployment and poverty exist along side great affluence in major American cities, resulting in increased friction.

Police officers, charged with preventing crime and apprehending wrongdoers, are now confronting entirely new situations on an entirely different scale in the ghettos of great American cities. Acts of violence and disorder more often spring from an underlying social malaise of minority groups - hostility, despair, and alienation from society - than from individual antisocial attitudes or aberrations. Criminal acts in the ghetto are increasingly mass actions such as riots and widespread looting or arson, rather than individual acts.

Standard police methods, intended primarily to prevent individual crimes and apprehend individual criminals, are not effective in deterring mass disorder in the urban ghetto. Certain types of riot control techniques may incite further unrest and violence if they fail to take into account the fact that the great majority of people living or working in the riot area are not active participants. The 1968 Report of the National Advisory Commission on Civil Disorders (U.S. Riot Commission Report) stated that, "the abrasive relationship between the police and the minority communities has been a major - and

explosive - source of grievance, tension and disorder."

In most cities the combined result of these conditions has been increasing hostility and suspicion between the police force and local residents in low-income areas, thereby increasing the tendency of both police and residents to act antagonistically toward each other. Residents become less willing to report criminal acts or dangerous social situations to the police, and the police in turn tend to become more aggressive in questioning persons they consider suspicious. In some ghetto areas, some local residents claim that the very presence of a police officer can incite criminal activity, while other residents of the same area will claim that their community is not receiving adequate police protection.

San Francisco established a Police Community Relations Unit in the Police Department in 1962. Police officers assigned to this unit are trained to work with people in poverty areas - helping people to find jobs, discussing community and individual problems, and providing mutual understanding between minority residents and the Police Department. The unit has been highly successful in its own work, both from the standpoint of deterring crime and of encouraging positive attitudes toward the police by minority residents. However, the community trust built up through months of work in this kind of program can easily be destroyed or badly impaired by a single incident of alleged police brutality.

In San Francisco as a whole, adult arrests remained reasonably constant between 1957 and 1963, but juvenile arrests increased steadily. Major crimes were also proportionally greater among juveniles than among adults. In 1960, five felonies were committed per 1,000 adults, whereas 17 felonies were recorded per 1,000 juveniles age 8 to 17. In the same year, felonies accounted for 7.9 percent of the total adult arrests and 36.2 percent of the total juvenile arrests. Children of the ages 15 and 16 were the main criminal offenders in 1960.

A precise comparison of crime statistics in the Mission Model Neighborhood Area with the City as a whole is difficult, because police districts cover much larger areas than single communities. Generally, the over-all crime rate in Mission appears to be about at the city-wide average, as indicated by the 1960 total offenses per 1,000 population in the police district including Mission. However, juvenile crime seems to be much higher than the City average. A study by the Economic Opportunity Council indicated that the 1960 rate of court cases involving juveniles aged 8 through 18

was 90 per 1,000 persons in that age group in the Mission area, and only 55 per 1,000 city-wide.

#### Underlying Cause of Problem - Crime and Delinquency

Not surprisingly, the areas of the City where the majority of crimes are committed are characterized by poverty, unemployment, and racial segregation. It is obvious that the problem of crime cannot be solved separately from the problems of inadequate jobs, poor education, low skill levels, poor housing, and racial and ethnic discrimination in jobs and housing. This is particularly true in an area like the Mission, where unemployment of young people runs as high as 30 percent.

Some of the characteristics of the Mission area present special crime and law enforcement problems. The Police Department points out that many Mission residents come from parts of the United States where police are known to repress minorities, and others come from nations where the police are a means of maintaining control of an authoritarian government. These people have a mistrust and hatred of police in general that is transferred to the San Francisco police force.

On the other hand, Mission residents point to the fact that the San Francisco police force includes only 32 with Spanish-surnames, one Filipino, and three Chinese, and some of these have administrative positions. Communication problems are increasingly difficult as immigration into the area continues. Residents also point to incidents of known or alleged police mistreatment of suspects as evidence of a hostile attitude by many police officers toward minority groups. Young people in the area particularly feel that the law and police officials regard them and treat them in ways that are highly derogatory and discriminatory.

A criminal record in itself is often an underlying cause of crime, since many employers will not accept persons with previous arrests and convictions. When good job opportunities are closed to him, a person who has had previous criminal associations is most likely to return to them.

#### Present Efforts to Overcome Problem - Crime and Delinquency

Police Community Relations: The Police Department has assigned an officer from the Police Community Relations

Unit to each of the five Economic Opportunity Council target area offices, including the one in the Mission District. The primary emphasis of this program has been to help unemployed persons find work, especially those with current or previous police records, and thus to deter individuals from criminal acts. The officers have also worked with residents in dealing with individual and community problems and have sought to promote and improve understanding among police and citizens. Police aides have been recruited and trained from the community to assist the officer assigned, and they have been encouraged to investigate the possibility of police careers themselves. In the work with the EOC offices, the community relations officers have moved from a heavy emphasis on jobs to a broader concern with community needs. They work closely with the EOC staff and with other agencies in the target areas.

The response to the work of the Community Relations Unit has been positive, from the poverty areas and from the City as a whole. In 1966, the San Francisco Human Rights Commission interviewed residents of the Mission District, Western Addition, Hunters Point, Oceanview-Merced Heights-Ingleside, and Chinatown about their needs and problems. While many persons complained about treatment from the police generally, a great number expressed approval of the community relations officers and said they were helping to improve the situation.

Own-Recognizance Bail Project: This city-wide project is operated by the San Francisco Bar Association Foundation as part of the Economic Opportunity Council program. It is designed to change the bail system, which works against low-income persons charged with crimes. When they cannot afford the bail payment necessary for release before trial, they find it difficult to arrange for an adequate defense.

The program seeks to obtain the prompt release of low-income arrested persons who, after systematized screening, are considered good risks to appear at court as scheduled, on their "own recognizance" or promise to appear rather than to obtain a remittance of the bail payment. During the life of this program, about 80 percent of those recommended to judges for O.R. bail have been so released. Of these persons, 98 percent make their scheduled court appearance, compared to the 92 percent figure for those released on bail. The program has proved to be an important step toward more equitable administration of justice for the poor, and the San



Francisco Bar Association has recommended that the City undertake the O.R. bail program as a permanent function.

Juvenile Court: The San Francisco Juvenile Court operates the Youth Guidance Center on Woodside Avenue, which houses the court itself, the Probation Department and Juvenile Hall for delinquent and dependent children. It also operates the Log Cabin Ranch School for boys. Annual admissions of minors under 18 have increased by 77 percent between 1951, when the Youth Guidance Center opened, and 1966. The City's total population in that age group increased by only 25 percent during that period.

The court reports that budget limitations have made it impossible to increase the staff at an equal rate, to insure adequate care, guidance, and attention to individual problems. Another serious problem is that dependent children, who may have been abandoned by their parents, are housed in the same complex, although in separate cottages, as children who have committed crimes. Residents of minority communities have complained that black and Spanish-surname young people are detailed longer at Juvenile Hall than white English-speaking youth who are accused of the same crime, and that a larger share of the minority young people are transferred to long-term State institutions for juvenile delinquents.

#### Required Changes in Conditions - Crime and Delinquency

The basic change needed in law enforcement methods in the Mission as well as in other low-income neighborhoods is to create an awareness among local residents that the Police Department serves them and does not simply impose authority from elsewhere. To achieve this will require changes in actual conditions, not just better communications and public relations techniques. There should be more Spanish-surname and other minority officers on the police force, including those assigned to serve their own community. There should be thorough, impartial investigation of complaints about police officers using excessive force. And there should be an effort by police officers to learn about problems and concerns from local residents, as well as to inform them of their obligations under the law.

The work of the Police Community Relations Unit in the Mission area and elsewhere in the City has been an important step in this direction. The Police Department plans to expand this program. Stepped-up recruitment

activities of young men in poverty areas for positions with the Police Department through the EOC would help to attain several goals - providing more jobs, increasing the number of minority policemen, and helping to gain better understanding among younger age groups, which have the highest crime rates.

Other law enforcement needs are more city-wide in nature - for more funds to train and rehabilitate youthful offenders, for higher salaries and educational requirements for policemen generally, and for legal aids to the poor to assure their adequate representation in court.

8. Citizen Participation

Definition and Underlying Cause of the Problem - Citizen Participation

Residents of the Mission Model Neighborhood Area must be involved in the preparation, policy formulation, and operation of public programs designed for them to meet their particular social, economic, and educational needs. Programs can be effectively implemented only if the people who are to benefit from them are involved in the initial planning. Feelings of non-involvement and isolation common among ghetto dwellers, are reinforced if participation at the decision-making level is not offered to poverty area residents. They must be included in determinations of solutions to their everyday problems. Channels of communication between community residents and all levels of government must be established to insure a sense of, and the actuality of, local involvement. New administrative and organizational machinery must be developed to allow maximum citizen participation in choosing and planning those public services and facilities of direct neighborhood concern.

It is only recently that ghetto residents have taken the initiative in self-help programs. In the past cultural isolation, language deficiencies, economic and education limitations, and isolation from the mainstream of the urban community have discouraged their active participation in planning and problem-solving efforts. Their intimate knowledge of the problems of their neighborhood and their desire to work toward community self-renewal have been heretofore untapped. These are resources which must be neither overlooked nor discouraged.

Present Efforts to Overcome the Problem - Citizen Participation

San Francisco has initiated several programs in an effort to bring its citizens into the planning and implementing of new public policies and services. The Economic Opportunity Council has established centers in the poverty areas of the city. In most cases staff at the neighborhood headquarters consists of indigenous community residents - the people most knowledgeable of, sensitive to, and affected by the problems with which they are dealing. An attempt is made through the main EOC office to coordinate the efforts of the various district branches and to provide information and guidance of general relevance. Head Start and the Mission English Language Center are examples of projects which effectively tap local talent, relying substantially on volunteers

from the immediate community to run their activities. The Mayor has turned to San Franciscans from a wide range of backgrounds and interests for help in evaluating present housing problems and in proposing new ways to deal with these problems. The writing of a Model Cities application has similarly drawn on the advice and opinions of residents of the communities directly concerned.

The Mission District has a large number of neighborhood organizations that have been active in dealing with the problems of the area. They include Protestant and Roman Catholic Parish councils, the American Indian Center, Catholic Council for the Spanish-speaking, Greater Mission Citizens Council, Centro Social Obrero, East Mission Action Council, United Neighborhood Organizations, Mission District Sub-Deanery of Catholic Priests, Mission Rebels in Action, Horizons Unlimited, Mission Street Merchants' Association, and numerous block clubs and other civic groups. These organizations, along with individual Mission residents who are unaffiliated with any local groups, are forming themselves into a coalition organization directed particularly toward planning for a Model Cities program.

Required Changes in Conditions - Citizen Participation

The goals for citizen participation should be threefold:

1. To involve a greater number of citizens in planning public programs
2. To insure the relevance and effectiveness of the programs planned with regard to the problems of the community
3. To encourage residents to participate in the initial planning